


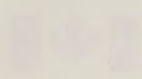
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STATEMENT

OF THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA, AND

MINISTER OF STATE FOR THE STATUS OF WOMEN

TO THE

OECD HIGH LEVEL CONFERENCE

ON THE

EMPLOYMENT OF WOMEN

PARIS, APRIL 17, 1980

The Government of Canada is placing a major emphasis on the employment of women and has been active in promoting the present conference. The conference provides a valuable opportunity to exchange information and opinion with other delegations. It should also serve to demonstrate the importance governments attach to the identification and resolution of issues affecting the participation of women in the economic life of their countries. It is to be hoped that discussion at this conference will have a "multiplier" effect in terms of sparking both ideas and positive action relating to the employment of women everywhere in the western world.

Two fundamental premises should be recognized by all countries.

- women have the right to participate in the labour force on an equal footing with men; and
- the human potential and social investment represented by women in the labour force are not being fully utilized, particularly in highly industrialized countries.

Like many other countries, Canada, in seeking to ensure these rights and to realize the human potential of women, has to face these problems within the context of multiple and sometimes overlapping areas of governmental jurisdiction. Given the political structure of our country, many areas affecting women in Canadian society are under provincial rather than federal jurisdiction.

For example, education and social services, human rights legislation, the administration of justice, property law and much of labour are under provincial jurisdiction. Achievement of equality and the realization of full potential for women will, therefore, require a dovetailing of federal and provincial efforts if the results of our policies are to live up to the expectations of Canadians.

The labour force participation rate of women in Canada has increased rapidly in the post-war period, rising from 23 per cent in 1950 to 49 per cent in 1979. Employment growth for women - especially in our service sector - exceeded that of men over the entire period. However, women's unemployment rates have also increased relative to those of men.

Although one of every two women now has a paid job, the jobs held by a significant proportion of women continue to have lower wage levels, inferior working conditions and fewer opportunities for advancement than those held by men. Occupational segregation, on the basis of sex, has changed little over the past decade. Canadian statistics indicate that 62 per cent of women work in occupations in the sales, clerical and service categories. Occupational segregation is a major obstacle to the achievement of full equality in the work place. The present job segregation of women has its roots in a variety of factors: sex role stereotyping in society as a whole and particularly in the educational system; career counselling; employer discrimination; the social organization of work; and the discontinuous nature of women's labour force participation. Each of these factors contributes to the restriction of occupational choice and job opportunities for women.

On the question of pay, women are still far from parity with men. The wage gap between males and females is large and has in fact been increasing with time. This wage gap is due in part to differences in the levels of education and job experience of men and women, a fact which reflects the attitudinal and institutional biases facing women in schools and in the work place. It is also evident that women, as compared with men, receive a lower rate of income return for equivalent training, education and experience.

One of the characteristics of the Canadian labour market is that for every two men working part-time, there are now five women doing the same. Women's share of total available part-time work has increased from 64 per cent in 1953 to 72 per cent in 1978. The degree of choice in the high incidence of part-time work among women remains largely unknown.

The advantages of part-time work are that it permits both men and women to combine work and parental responsibilities, and it facilitates choice between the amount of time devoted to work as opposed to other activities, including education and leisure. On the other hand, part-time work is often characterized by low pay, unsatisfactory working conditions and lack of access to social security and related benefits. The challenge is to improve the conditions of part-time work. We must ensure that part-time workers do not continue to be viewed as an available and reserve source of labour that has less need of benefits of the type normally accruing to full-time workers, such as paid holidays and pensions.

Clearly, we are far from resolving the problems encountered by women participating in the labour force. However, Canada is one of only several countries in the world to enact legislation at the federal level concerning the concept of equal pay for work of equal value. Few precedents exist to assist in the development of a practical framework for its implementation and we thus face a formidable challenge in developing a solid framework for implementing this commendable concept. As complaints about discrimination in equal pay for work of equal value are resolved, slowly but surely a reliable jurisprudence will evolve that will provide Canadian employers, both public and private, with specific guidelines to implement the concept. While Canada has passed legislation embodying the principle of equal pay for work of equal value, the experience of other OECD member countries suggests that even the more limited legislation regarding equal pay for equal work can be made more effective when coupled with a strong monitoring and enforcement capability. In this context, Canada is currently reviewing its federal labour legislation which aims to ensure that employers indeed comply with the spirit and intent of the law.

The Canada Employment and Immigration Commission has developed plans of action which include activities designed to improve the labour market position of women. These include the setting of goals for the number of women to be trained in non-traditional occupations under the federal government's institutional and industrial training programs for adults. In addition, special training courses have been designed for women,

comprising both pre-trades courses to expose women to a variety of non-traditional occupations and employment orientation courses which provide women re-entering the labour market with occupational and career information, job search techniques, and employment counselling. These projects are designed to assist those women who, for a variety of reasons, are unable to make use of the regular services provided by our Canada Employment Centres. The Government of Canada will soon be introducing a variety of initiatives in the area of training and direct job creation which will be the first steps toward the development of a new employment strategy. One area of job creation will be aimed at providing community services which will result in direct employment for some and will also make it easier for others to join the labour market.

In 1975, the Government of Canada approved policy and program guidelines designed to provide equal opportunities for women in the Public Service. The main objective of this policy is to ensure that within a reasonable period of time, the representation of male and female employees in the Public Service will approximate the proportion of qualified and interested persons of both sexes.

The Government of Canada is examining the question of part-time employment in the Public Service. Policies are being developed to encourage its use as well as its acceptance by management and employees. This examination is taking place in the context of a review of existing policies with respect to parental needs and the government's role and responsibility as an employer in accommodating these needs.

Specific initiatives have been developed in a number of policy areas having application throughout the Public Service. The Government of Canada is currently reviewing existing policies regarding leave without pay, the mobility of women to and from the Public Service and related aspects of the benefit structure. With regard to the upward mobility of women, it has undertaken to develop special mechanisms which should reduce the barriers inhibiting the career progression of women in the federal Public Service. To this end, a move towards an affirmative action approach is being studied which would pay closer attention to the measurement of the success of equal opportunities strategies.

As part of its strong commitment to improving the position of women in the labour force generally, the Canada Employment and Immigration Commission has also developed an Affirmative Action program. In addition, the Province of Ontario has had an Affirmative Action program in place for five years. These programs represent positive attitudes but we still lack the range of productive instruments that can bring the work force into a more equitable balance. The federal Government is now experimenting with several mechanisms that will bridge the gulf between the concept and the desired effect. For example, employers, who participate voluntarily, are assisted by consultants to implement Affirmative Action plans. These include special measures for women and minorities to ensure that they can overcome the effects of previous discrimination. Perhaps the most important feature of these Affirmative Action plans is the establishment of goals, timetables and monitoring systems to measure results. The success of these first efforts will lead, we hope, to further implementation of Affirmative Action programs.

It is essential that primary and secondary school curricula and texts do not reflect sex-stereotyping, that they facilitate the entry of women into a wide range of occupations, and that post-secondary skill training be equally available to women and to men. Towards this end, we have recognized the major negative impact that sex-stereotyping in textbooks, teaching aids, curricula, career guidance materials and the media has had on our young people. Provincial Governments and local educational authorities are starting to implement changes in light of these new understandings.

Similar changes are being made in the career guidance materials produced by the federal government.

The Canadian Radio-television and Telecommunications Commission, which regulates and supervises all aspects of the Canadian broadcasting system, has appointed a Task Force whose purpose is to produce guidelines for the elimination of sex-stereotyping in the media. Their report is expected by the end of June 1980.

The medium-term employment situation we face in Canada and within which further progress must be made has both positive and negative aspects. As with other OECD countries, Canada is expecting only moderate economic growth over the medium term. The national rate of employment growth is expected to be slow until 1985, but to recover thereafter. Continuing high levels of unemployment in certain regions of Canada are causing a slow-down in the rate of absorption of labour market entrants and a reduction in upward mobility within the labour market. On the positive side, the economic vitality of western Canada resulting from the rapidly developing resource sector is producing serious shortages of skilled labour. This situation affords special opportunities to train and employ women in high pay non-traditional jobs.

It is within this national economic context and the significant regional differences in labour market conditions that the goal of improving the position of female workers must be achieved. Unemployment as a general

problem must be tackled by comprehensive economic strategies, through fiscal and monetary measures consistent with continuing efforts to control inflation. We can also take advantage of the growing need for more skilled workers. However, the particular characteristics of women's employment present governments with the challenge of having to address a very wide range of socio-economic objectives simultaneously.

It is therefore apparent that in measures to promote the employment of women, a wide range of policy decisions is required. This entails the development of a comprehensive employment strategy for women which will comprise not just economic objectives but will also seek to harmonize economic strategies with social programs and thereby address all issues that affect the employment situation of women.

Areas of particular importance which should be included in such a strategy are:

- measures taken to stimulate employment;
- improvements in income and job security;
- improvements in working conditions;
- recognition of the interplay between family responsibilities and work responsibilities, particularly with regard to the availability and quality of child care, and maternity/parental leave provisions;
- the provision of training across the whole spectrum of occupational skills and knowledge and not directed just to "traditional" women's occupations and sectors;

- special measures for "doubly disadvantaged"- the handicapped, Native or immigrant women;
- the monitoring of hiring practices to ensure that employers comply with the spirit and the intent of human rights legislation;
- measures to ensure that women and men share equally the benefits of economic development.

The effective implementation of such a strategy in Canada will place a considerable premium on cooperation between federal and provincial levels of government, employers and trade unions, to ensure that policies introduced at the federal level are complemented by appropriate measures elsewhere.

Such a strategy could, to be sure, include program elements already in place, but the basic thrust must be forward looking, in terms of measures to be taken, rather than an amalgamation of existing policies and programs.

Income security and pension provisions will need to recognize the work done by the spouse in the home and take into account the interrupted work patterns of most women labour force participants with family responsibilities. Pension coverage should be fully portable and ensure the receipt of an adequate level of benefits despite the lower salaries and greater discontinuity of employment experienced by women.

For adequate protection of married women, some sharing of pension protection between spouses would provide better for the entire family in the event of the retirement, disability, or death of either spouse. These measures, coupled with adequate survivor benefits, would fill most of the gaps in pension protection now encountered.

Canada is also concerned with the potential impact of technological change on the employment opportunities of women -- their number, job content, responsibilities and skills. Preliminary indications suggest that the new decade could see a rapid introduction of advanced technology into the work place, particularly in the trade and service industries which employ a large proportion of women in Canada. We, along with other OECD countries, will face the dilemma of ensuring that the benefits of the output and productivity are secured and shared between men and women, while at the same time designing and implementing appropriate adjustment policies and programs to enable employees adversely affected to secure retraining or alternative employment.

We recognize the importance of the work done by the OECD Working Party on the Role of Women in the Economy. The continuing discussion of problems and policies in an international forum gives us a useful opportunity to ascertain how Canada is doing vis-à-vis other nations, and provides additional pressures for change.

The fundamental changes required to improve the employment situation of women will not occur overnight, even though there is an undoubted commitment to change. Governments can alter prevailing legal and economic structures though it will take more than governmental policies and programs to change entrenched attitudes and values. However, Canadians are increasingly recognizing the realities of the role of women in the labour market and the catalytic role that government can play. The Government of Canada, through its own employment practices, its programs, and through its laws, is determined to perform that role.



Minister
Employment and Immigration

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SPEAKING NOTES FOR
THE HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA, AND
MINISTER OF STATE FOR THE STATUS OF WOMEN
FOR A CONFERENCE ON
"HUMAN RIGHTS AND THE CORPORATION"
HOSTED BY PUBLIC AFFAIRS INTERNATIONAL
PARK PLAZA HOTEL - 3:45 p.m.
TORONTO, ONTARIO
APRIL 22, 1980

PLEASE CHECK AGAINST DELIVERY

"There is discontent among working women in Canada, far wider, more intense, more wasteful and potentially more harmful than many organizations imagine".

Those are the opening words of Bennett & Loewe's book on WOMEN IN BUSINESS, and I've borrowed these words for my opening statement, because they describe so accurately the problem of working women. It is this problem that I have the opportunity to correct in my dual responsibility as Minister of Employment and Immigration, and as Minister of State Responsible for the Status of Women.

Parenthetically, I believe that the present government's emphasis on women's issues is illustrated by the decision to place the portfolios for the Employment and Immigration Commission and the Minister of State Responsible for the Status of Women under one Minister.

I'm very happy to be here with you because you too have the power and the influence to contribute to the solution of women's employment problems.

Five years ago the United Nations proclaimed 1975 - 1985 as the Decade for Women. We are now halfway through this decade, but how far have we come in meeting our goals?

How far have we come in achieving equal representation for women in the work place and in decision-making jobs? Based on numerous studies and on impressionistic evidence which I am sure we all share, I think you will agree that we have a lot to do in the next five years. That is why I feel that with my dual ministry, I have one of the most challenging mandates in this government.

There are two basic facts that shape the Canadian approach to women's employment problems.

First, it is a fact that the participation rate of women in the labour force continues to rise steadily. During the period 1955 to 1980 the adult female participation rate increased from 19.4 per cent to 45.9 per cent. The rate is projected to increase to 50.1 per cent by 1985. Canadian women are in the labour force to stay.

Second, it is a fact that Canadian society accepts the premise that women have the right to participate in the work world on the same terms and conditions as men. Various studies have shown that, across a wide variety of occupations, women earn less than men in equivalent categories. Of course, income is only one indicator by which women's experience in the work force can be measured. Access and job security are other important conditions. It is unfortunately true that women generally are "last in and first out" of in the work force.

Recognition of these facts led to the emphasis on women's employment in last week's Speech from the Throne.

The Throne Speech stated:

"The role of women in Canadian society is undergoing marked improvement, and government initiatives must reflect and support that change. As a major employer in Canada, my Government will play a leadership role by implementing affirmative action measures in the public service. My government believes that there is no room in Canada for sexual discrimination of any kind".

The commitment is clear. For moral, social, political and economic reasons, we cannot afford to ignore the problems of women in the work force. We must take action now.

I would like now to review some of the actions taken on women's employment issues by the government, in its role as an employer.

Within the Employment and Immigration Commission itself, we have three Equal Opportunity Plans; we have a five-year Equal Opportunity Plan for Women, a program for handicapped people, and a five-year Equal Opportunity plan for Indian, Métis, Non-status Indians and Inuit. This latter plan was developed in consultation with national native peoples' association. Then we are developing audio-visual programs that will explain what is available and what use our own staff can make of these services. Over the next few weeks, we'll be looking at the issues of Affirmative Action within our organization.

Since 1976, the Employment and Immigration Commission has developed a yearly plan of action for women's employment with the goal of helping women to move into fields where they have traditionally been under-represented.

The following initiatives illustrate the components of our plan of action.

First, pilot projects will be sponsored in conjunction with the private sector, with the aim of increasing the access of women to industrial training in non-traditional areas. In addition to providing valuable work

experience, pilot projects also contribute to the breaking-down of employment stereotypes which have discouraged women from entering non-traditional fields.

Second, goals will be set for the number of women in institutional training courses in male-dominated and non-traditional occupations. These occupations will be selected in collaboration with the Commission's Womens' Employment Coordinator.

Third, we will ensure that there are pre-trades training courses to assist women wishing to enter non-traditional occupations.

I would like now to turn to the general economic situation.

We are all aware that the next few years will be ones of great industrial, occupational, demographic and regional change for Canada.

Over the next five-year period there will be a slower rate of growth in the labour force. The number of youth entering the labour force will decline as the baby boom age cohorts pass up through the demographic pyramid. But rapid growth will continue in the adult female labour force. By 1985, adult females are expected to account for about half of the total labour force growth.

There will therefore be an increasing need for training, job experience and permanent jobs for women - both young entrants and adult re-entrants to the female labour force. Unemployment rates for women are apt to rise significantly unless there is a steady increase in opportunities for employment in non-traditional occupations.

The major challenge for government is to align our employment programs with economic opportunities. We know, for example, that over the next five years, the service industries will grow relatively slowly. These industries have traditionally been the main source of women's employment growth.

In contrast, the male dominated construction industry will show rapid growth. For example, economic growth in western Canada alone will create a demand for construction workers and operating employees that could total 46,000 by the peak year of 1986.

The long-standing disparity between the unemployment rate for women and men will only be reduced if women are able to move into sectors experiencing rapid employment growth. (In February 1980, women suffered an unemployment rate of 8.5 per cent compared to the rate for men of 6.7 per cent).

Women want to work in jobs in the growth sectors where the pay is generally good and where there is more opportunity for upward mobility.

Employment development measures which I hope to present to Parliament will help women to adjust to rapidly changing labour market conditions. There will be a job creation package and a strengthened job training program with specific provisions for women.

Current analyses of skill shortages tell us that to foster private sector growth we must give high priority to training blue collar workers in skills which have been in short supply.

The new Critical Trades Skills Training initiative is one answer. It will provide financial assistance to firms to initiate and expand training in approved trades. Recent studies show that critical shortages exist for tool-and-die makers, precision machinists, industrial machinists, metal workers, specialty welders, mold and pattern makers and electrical mechanics.

In addition, the steady growth of the industrial training sector of the Canada Manpower Training Program will play a major role in developing higher level skills. The Canada Manpower Industrial Training Program has been expanded substantially. The federally-funded activities at provincial training institutions have increased, with new emphasis on higher level skills.

These programs can help women move into high paying, growth industry jobs but, to be most effective, we must have support from industry. Employers can, and should, call on us for assistance.

Employers can also assist in achieving employment goals for women and other target groups by placing more emphasis on worker potential, rather than experience. Insistence on experience and unnecessarily high scholastic requirements has excluded many promising people from better employment. By such exclusion, the employer, as well as the potential employee, bears the costs.

One way to avoid this unfortunate situation is the adoption of an Affirmative Action plan.

Affirmative Action is a strategy designed to increase the representation of women and other target groups such as native people and

the disabled at all levels of the work force. This is a result-oriented program aimed at reaching certain well-defined goals.

I want to make a very clear distinction here between goals and quotas. Quotas are rigid and exclusive - they imply that a firm or industry must reach a certain number, no matter what. Goals, on the other hand, are flexible and inclusive - they say "this is what can be achieved by the best possible effort". Goals are program objectives expressed as numbers. They provide a target towards which to strive, and a useful yardstick for measuring progress.

Affirmative Action focuses on eliminating systemic discrimination in employment practices. Systemic discrimination results when, despite the equal application of an employment criterion such as a height standard, there is an uneven and unnecessary exclusion of women or other groups.

Employment practices which unintentionally exclude women and minorities are complex and pervasive. In the eyes of many human rights experts, systemic discrimination rather than prejudice lies at the root of our segregated work force and perpetuates the segregated nature of our work places. Since prejudice is normally explicit, it is the more implicit systemic discrimination which poses the greatest challenge to employers and employees.

Affirmative Action's response to systemic discrimination, contains three basic components:

First: Equal Opportunity. Employment practices resulting in exclusion can be permanently changed. In effect, they are "neutralized"; for example, a height standard, not proven to be job-related might be replaced by a physical fitness test.

Second: Special Measures. These are remedial measures designed to redress past discrimination experienced by women and other target groups. Examples would include management training and special recruitment programs. Complementary programs to alleviate employment problems of the target group may be adopted. Day care services would be one example pertinent to women.

Third: Goals and Timetables. Affirmative Action's goal is to have our work places more reflective of our communities. Like any other management program, goals and timetables are required to keep the program on track. Both goals and timetables are based on predicted job vacancies and the availability of qualified or potentially qualified women and other target groups.

The Employment and Immigration Commission has gained first hand experience in Affirmative Action planning. Over the past few years, we have worked with the Northern Pipeline Agency in approving personnel plans for the Alaska Highway Pipeline. These personnel plans have an Affirmative Action component for women and native people.

The Commission also has responsibility for the Federal Contracts Program with the objectives of promoting Affirmative Action to the private sector and the provision of technical consultative services to those companies and unions requesting assistance. The Federal Contracts Program encompasses Crown Corporations and all companies benefiting from federal contracts.

The Commission is now prepared to provide assistance to all companies interested in devising affirmative action plans. Trained consultants are available in our Employment Centres across Canada to offer

technical advice on how to set up Affirmative Action programs for women, native people and the disabled.

A study is currently underway to determine whether the aims of Affirmative Action would be best served by introduction of contract compliance legislation at the federal level; we will be reporting the results to Cabinet shortly.

Studies also undertaken by the Commission indicate that, by and large, employers are not hostile to Affirmative Action planning. Indeed, companies participating in Affirmative Action planning enjoy several benefits.

For example, Affirmative Action may free companies of policies and practices which are no longer beneficial to either employees or management. Affirmative Action may result in increased productivity and heightened employee morale. This, in turn, results in reduced turnover and absenteeism. Finally, Affirmative Action may result in improved personnel practices that more accurately match skills and abilities to job tasks.

I won't comment on the American experience except to mention the result of one Commission study which examined the American experience with their Federal Contract Compliance Program. Author Leah Cohen found that specialists who were hired by companies to oversee the development of an Affirmative Action Program often turned up examples of mis-management of the company's human resources. She notes that "the results of overhauling their systems were frequently traumatic: costs were reduced, there was greater movement, and male and female minority employees

became more competitive and productive, since they were given access to jobs previously barred to them".

I want to turn briefly to a change in the Unemployment Insurance program which I think is indicative of our emphasis on women's employment issues.

Presently, the Unemployment Insurance Act states that a person must work at least 20 hours a week to be insurable for unemployment benefits. This provision is of special interest to women since there is a large number of women workers in the part-time category. Often, women found they were being scheduled to work 18 or 19 hours per week and were thus ineligible for UI if they were laid off.

I am proposing to change the basis of eligibility for UI to 15 hours per week or one-fifth of the maximum insurable earnings. This will allow more women workers to claim UI benefits.

The Speech from the Throne emphasized women's issues. But mention was also made of other groups experiencing severe and long-standing employment problems. Native people and the handicapped are two such groups who will benefit substantially from affirmative action programs. Related actions, such as amendments to the Human Rights Act to protect the rights of the handicapped, will also assist other groups.

In summary, I would reiterate the strong commitment of the present government to provide equal employment opportunities for Canadian women and other groups. Our commitment is matched by a variety of

government initiatives. Ultimately, achieving our employment goals will depend on the cooperation of the private sector and other levels of government. I am pleased with the extent of cooperation evident to date, and optimistic about possibilities in the future. However, we do have a long way to go to achieve our goals and substantial, sustained effort will be required.

I trust that my remarks have provided some explanation of present government's political commitment to improve employment opportunities for Canadian women. Obviously, in a brief address, it is not possible to deal adequately with the full range of women's issues. However, perhaps we could explore some of these other issues in the question-and-answer period.

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Minister
Employment and Immigration

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STATEMENT BY
THE HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION
AT THE SECOND
READING OF BILL C TO AMEND
THE EMPLOYMENT TAX CREDIT ACT
APRIL 24, 1980

PLEASE CHECK AGAINST DELIVERY

Madam Speaker:

The legislation which we have before us today is very simple -- to extend the termination date of the Employment Tax Credit Act and Program.

The Employment Tax Credit Act is designed to create incremental employment in the private sector, by offering employers a tax credit to increase their hirings. The tax credit ranges from \$1.50 per hour to \$2.00 per hour, depending upon the level of unemployment in an area. The \$2.00 per hour rate applies to employment in the Atlantic provinces and the Gaspé peninsula; the \$1.50 per hour rate applies to southern Ontario, southern Alberta, southern British Columbia and the Montreal/Hull areas of Quebec. In the remainder of Canada, a rate of \$1.75 per hour applies.

The Employment Tax Credit Act became law in January 1978, and the Employment Tax Credit Program came into force in March 1978. Initially not very successful, the program was substantially restructured during the summer of 1978, after wide consultation with private sector employers. Since that period, it has gained much wider acceptance, and in the fiscal year just ended, the program achieved its target: 50,000 jobs.

As might be expected with a program that is directed towards the private sector, the employment has been greatest where the concentration of employers is greatest. The main impact of the program has, therefore, been in Quebec and Ontario, and 50 per cent of the employment has been in the manufacturing industries in those provinces.

It is a program which is very light in terms of administration, with a minimum of red tape.

Madam Speaker, I believe that, as far as possible, employment programs should do more than just create employment. They should also seek to further other government objectives. The Employment Tax Credit Program satisfies this test, in that 70 per cent of the 25,000 employers who have participated in the program to date are small businessmen (under 20 employees each), and over 50 per cent of those who have been employed under the program have been youth, almost equally divided between male and female.

The purpose of the legislation which we have before us is to extend the Employment Tax Credit Act. This Act, as presently written, precludes the signing of new agreements after the 31st March 1980, and provides that all employment must have started before that date if it is to qualify for the tax credit.

Because of the urgent need to maintain this employment program in operation I am asking this House to deem that the new legislation come into force on the 15th April 1980. Ideally, I would have liked the time to carry out a full review of the legislation to consider what other changes might be made. Such a review would have taken time, however, and time is of the essence.

For this reason, Madam Speaker, no substantive changes are proposed and the period of extension is short. This legislation merely preserves the status quo, buys time and allows the program to continue with the least interruption while we review the needs of the Eighties. I would ask Honourable Members, therefore, for quick passage of this legislation in order that we may proceed to more pressing matters. Thank you, Madam Speaker.



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NOTES FOR AN ADDRESS

BY

THE HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA

AND

MINISTER OF STATE RESPONSIBLE FOR THE STATUS OF WOMEN

TO THE

CANADIAN MANUFACTURERS' ASSOCIATION

OTTAWA, ONTARIO

MAY 27, 1980

3:55 P.M.

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I would like to thank you for the invitation to participate in your annual meeting. I am pleased to be here and I welcome the opportunity to talk to you about the subject that is vital to the economic future of our country. Along with resources, markets and capital, skilled labour is one of the major requirements for economic growth. It is one of the major constraints on industrial expansion and diversification. Meeting the need for skilled labour in the 1980s is a challenge that demands a concerted effort by the national and provincial governments, educators, business and labour.

Before I launch into a discussion of manpower and industrial challenges in the 1980s, I want to digress a bit to comment on the economic strategy of the current Liberal administration.

Canada has a long and proud record of building one of the most productive economies in the Western World, and one of the most compassionate social security systems.

The Tory budget was defeated last December because its authors forgot that compassion was an essential ingredient to successful economic and social policy.

For example, Canadians knew that energy prices had to rise -- but they recognized that the 18 cent per gallon gasoline tax was an unfair way to pay for a mortgage interest scheme that would help those least in need.

The Throne Speech confirmed the campaign pledge that the 18 cent tax be abolished.

The increased costs to the federal Treasury of oil imports have forced the government to continue the spending restraint first instituted in 1976.

When inflation is taken into account, government spending has shown no real increase at all for five years. Nevertheless, we must help those suffering most from inflation and therefore we are increasing the Guaranteed Income Supplement by \$35 per month. To pay for this critical and overdue measure, an increase in taxes or cuts in government spending will have to take place.

The statement by Finance Minister Allan MacEachen to the House of Commons on April 21 showed clearly how vigilant the government must be in controlling spending. Between December and April, estimated costs for this year rose to \$60.4 billion from \$58.4 billion, without adding any new programs except the Guaranteed Income Supplement. The bulk of these increases will cover another rise in imported oil costs and higher interest charges for the public debt.

The Finance Minister's aim is to reduce the deficit in a planned and orderly way as was promised during the election campaign.

But the government believes it would be bad for Canada to continue the Tory obsession with the deficit. The United States, our biggest customer, is in a recession. During recessions, an obsession with keeping down deficit spending may cause an unacceptable loss of jobs and the closing down of businesses. That would be destructive and self-defeating.

Balance policies are required and this is what Canadians voted for on February 18.

I now want to return to the major theme of my address today. First, I want to sketch briefly the manpower challenges of the 1980s.

During the next decade, substantial demands will be made on our labour force as we are forced to adapt to a dramatically different energy environment, the westward shift of economic activity and changing patterns of production and consumption. Industry will have to adjust to a world economic environment marked by higher energy costs, lower tariff barriers and stiff competition from manufacturers in the Third World countries. Canada will have to meet the challenges of mushrooming mega projects which can drain labour from one region to another, major manufacturing changes and fluctuating demands for certain types of professional and skilled workers.

Canadians will find the world of work vastly different during the next decade as the numbers, kinds and location of jobs to be filled change drastically. The demand for professional, managerial and high-level skills will increase rapidly, especially in engineering, systems and

machining occupations and some construction trades. The combination of sweeping industrial change and a more slowly growing labour force will place a premium on the adaptability of labour and industry.

Our economic horizon is dominated by a tremendous surge of activity in the West based on forestry, mining, oil and gas, with the mega projects at the crest of the wave. They, in turn, will generate an exceptional amount of construction in western Canada. The demand for skilled labour is expected to outstrip the supply in more than half the 14 construction trades critical to the energy projects. Serious shortages are also anticipated in professional and management occupations. There is already a national shortage of engineers, technologists, systems personnel and managers. Last March, the Technical Service Council's national survey of selected industries showed 3,590 openings for engineers, accountants, scientists and other professionals -- the largest number of vacancies in 53 years.

The construction of townsites and other large projects in Alberta will further increase the demand for workers. At the same time, there will be a substantial need elsewhere in western Canada for skilled and professional workers in construction, manufacturing and the primary industries. The West simply cannot continue on its present economic development path without large infusions of workers. The natural growth of its labour force cannot keep up with the growth of employment opportunities. Each year until 1985, about 34,000 workers from outside the western provinces will be needed to fill available jobs.

Filling these jobs will require an annual domestic migration to the West of nearly 50,000 people. During each of the last three years an average of 36,000 people have moved to the West from other parts of Canada. We expect that trend to continue in rising numbers. In fact, it is a real concern that the mega projects, with their offers of high wages and good working conditions, will be able to outbid other firms for scarce labour across Canada, thereby creating shortages in various industrial sectors in different parts of the country.

Economic growth in the East will be slower and less dramatic but substantial nevertheless. On the drawing boards for the 80s are major projects including hydro developments in Newfoundland, Quebec, and Ontario, potash, zinc and tin mines in New Brunswick, the eastern extension of the natural gas pipeline, the expansion of the Elliot Lake mines and the construction of a heavy oil upgrading plant in Sarnia, Ontario, to name just a few.

If commercially viable oil and gas fields are found off the east coast, it is doubtful that eastern Canada's small labour force will be able to meet the demand for professionals and highly-skilled trades people. Expected developments in the fishing, defence and aerospace industries will only add to the burden placed on our human resources.

As you know, the pressure of increased international competition will force Canadian manufacturing and processing industries to reduce unit costs and specialize in particular products to enhance comparative advantages. As these changes occur, the demand for highly-skilled trades people will grow, especially here in Ontario. The trend is already evident in the shortages of tool and die makers and machinists.

Fewer young people will be available to train as professionals and skilled trades workers as the post-war baby boom gives way to the low birthrate of the 60s. The working population of adults will continue to swell, with women being the fastest-growing group in the labour force.

The onus will be on adult workers to adapt to industrial change. They will have to move to areas where jobs are available and significant numbers of people will have to accept retraining for new occupations as a fact of life.

The labour adjustment problems Canada will face over the coming years drive home the need for national strategies. A high-level task force is being established within the Canada Employment and Immigration Commission to develop a comprehensive employment strategy that will be attuned to differing needs and opportunities across the country. Supplementing this will be a Parliamentary task force headed by the Honourable Warren Allmand. Generally speaking, the West needs training more than job creation measures, whereas in parts of eastern Canada, there is still a continuing need for job creation, coupled with training, adjustment and mobility assistance programs.

The more regionally sensitive employment strategy will complement a national industrial strategy which is being drafted to spur the growth of electronics, aerospace and other industries. Both strategies are part of a vigorous national development policy that will provide jobs, stimulate growth, build upon regional strengths and increase Canadian ownership and control of the economy.

In the near future, I will announce new short-term measures designed to create jobs, speed the pace of scientific and technological development, conserve energy, help the economic growth of communities, equalize the situations of regions and improve the status of women and Canadians of Native ancestry.

The western economic boom is an ideal opportunity to provide women and other groups experiencing employment problems with better access to jobs and higher and more secure incomes. Along with provincial agencies and non-governmental organizations, the Commission is firmly committed to making equal employment opportunities a reality. The recent Throne Speech commitment to Affirmative Action underlines the fact that all Canadians, regardless of their age, sex or racial origin, have a right to share in the economic bounty of this country.

The situation of Native people demonstrates the need for immediate action. So far they have participated very little in western economic development. They form a shockingly high proportion of the unemployed because they generally lack the skills necessary to fill available jobs.

During the next ten years, the working population of Native Canadians will increase by 40 to 50 per cent and I don't want to see a corresponding rise in their unemployment rate. Both in isolated communities and in western urban centres, the Commission will substantially increase training programs for Native people. They must have the chance to acquire the skills needed to take advantage of local job opportunities.

Women, too, will be encouraged to train for all kinds of jobs, including those which have traditionally been regarded as male preserves. We must speed the movement of women into non-traditional jobs because the service industries, which have been a major source of jobs for women in the past, are expected to grow more slowly. Women will constitute a growing proportion of the labour force and we must take steps to ensure that the gap between male and female unemployment rates does not widen further.

While Canadians are being trained, immigration will continue to be one of the routes used to ensure that the economy is provided with the workers needed for its expansion. However, immigration must be viewed as only a partial solution to alleviate constraints on economic growth. Immigration must go hand in hand with improved training for Canadians, careful manpower planning and the migration of workers from other parts of the country.

Historically, Canada has relied heavily on importing foreign workers to alleviate shortages in many fields. Considering that it takes an average of four years and an investment of about \$40,000 to train a journeyman tradesperson, it is not surprising that employers opted for a quicker, cheaper route to satisfy their labour needs. Manpower planning and training seemed unnecessary. With foreign workers readily available, Canadian educational and training institutions were not forced to keep pace with changing labour market requirements. As a result, immigrants in many trades greatly outnumbered the graduates of our own apprenticeship and technical training programs.

Now the tide is turning.

The smooth, easy ride of the past is over. Many traditional sources of labour outside the country have dried up. Between 1974 and 1978, for example, the number of skilled immigrants destined for Canada's work force dropped sharply from 106,000 to 35,000. The news from our immigration posts abroad is that it will become more and more difficult to get skilled and professional workers from overseas. The European Economic Community has made it attractive for trades people to stay abroad. World competition for foreign workers is fierce and rising salaries and other benefits have already priced many of them out of our market.

Ironically, in the years to come, we will probably have to increase the number of skilled and professional workers brought in from overseas.

We are considering the possibility of launching a promotional campaign to attract skilled immigrants to Canada. Given the length of time required to train Canadians, even if we markedly increased our training efforts, it is unlikely that we could meet the demands projected for 1985.

At the same time, we have to ensure that immigration forms only a temporary bridge between labour demand and supply, nothing more. The future development of Canadian industry demands that employers and governments make commitments now that will provide skilled workers for the future. Our training systems must continue to develop and employers must live up to their training responsibilities. For these reasons, we have built an important safeguard into our immigration policy. Before skilled labour can be recruited from abroad, employers must demonstrate that no Canadians are available to fill job vacancies and they must train Canadians to qualify for future job openings.

The kind of training we are talking about usually involves some kind of apprenticeship. The length of the training -- typically three to five years -- discourages many people from entering the field and makes some employers extremely reluctant to take on apprentices.

One of the major challenges facing us in the 1980s is to find ways to increase the number of skilled workers produced by our apprenticeship system. We have to shorten the training period whenever possible

and persuade employers to take on more apprentices. In the construction sector, there is a strong tradition of apprenticeship reinforced by collective agreement and cooperation between unions and contractors in the Joint Apprenticeship Councils. In the manufacturing sector, however, the use of apprentices has been limited.

It is no secret that many of you regard apprenticeship as an expensive, risky way of getting skilled workers. High training costs, combined with the possibility of apprentices dropping out during training and the danger of losing journeymen after training, considerably reduce the incentive to train your own workers. Obviously, we have to find ways of making it easier for you to participate more fully in apprenticeship programs. I think it would be useful to examine how other countries have approached the central issues and have overcome them. I am not necessarily advocating that we adopt these measures but we should, at least, be aware of their existence.

For example, many countries have adopted pooling techniques to persuade employers to take on apprentices. Firms are reimbursed for all or part of their training costs from funds established through payroll taxes or voluntary contributions. In this way, all companies share the costs, as well as the benefits, of training.

Pooled training funds are often administered or coordinated by industry or groups of industries at the national level. Management and labour representatives help government assess training needs and develop

apprenticeship policies. Management and labour groups also exist at the state or provincial and local levels to oversee the day-to-day operation of training programs.

Government funds are used to meet policy goals which private training systems might not achieve on their own. For instance, during periods of slow economic growth when firms are likely to lay off trainees or to hire fewer of them, government funds are used to maintain apprentice levels. Companies are subsidized to keep trainees or to hire those laid off by other employers. In several countries, firms are given financial aid to hire more apprentices than they need. In this way, the private sector operates the apprenticeship system and the government steps in only when necessary.

In the years ahead, we will have to investigate the extent to which we can use these methods in Canada. All of them depend on the willingness of the private sector to assume more responsibility for developing its own labour supply.

This is not to say that the government won't be doing its share. In this fiscal year alone, we will be spending more than \$800 million on improving the job skills of the work force through our Canada Manpower Training Program.

We will also be offering employers financial help to recruit and train Canadians in the vital, blue-collar skills which are in short supply. Through our Critical Trade Skills Training initiative, financial aid will be made available to employers for a maximum of two years, or half the total training time, whichever is less. The scheme is tailored to meet the need for specific skills across the country. One area may concentrate on training industrial mechanics while another may specialize in producing machinists. I am happy to report that training contracts have been signed in almost every province.

At least one such contract has probably come to your attention. Late last year, the federal and Ontario governments finalized an agreement with the Machinery and Equipment Manufacturers Association of Canada to train Ontario workers in the metal machining trades. So far, 43 companies with 165 trainees have taken advantage of the subsidies. Negotiations are under way to set up similar training programs in Quebec and British Columbia.

An encouraging development is that a large number of joint committees have been formed at the provincial and local levels to identify manpower requirements and to set up training programs to meet them. Government, labour, industry and educators are showing their willingness to work together and plan for the future. This cooperative approach is imperative if we are to implement flexible programs that can be adapted quickly to the changing needs of the economy and specific industrial sectors.

The next decade will be marked by considerable industrial and labour market adjustment and shifts away from traditional approaches to training will be inevitable. New initiatives and innovative methods, responding quickly to local and regional needs, will have to dominate future training systems.

In keeping with this philosophy, I recently introduced a bill into the House which is designed to streamline the administration and increase the flexibility and relevance of our training programs.

Amendments to the Adult Occupational Training Act would permit selective waiving of the rule that a person must be one year out of school to be eligible for institutional training. It is only sensible to train unemployed youth when there are shortages in higher-skilled occupations and the required training is not available from other sources. The bill would also, if necessary, allow training periods to exceed the present limit of 52 weeks -- a move that would support employer-centred training in the higher-level skills.

In cases where particular types of training are not available in Canada, the new legislation provides federal financial assistance to employers for training outside the country.

A significant change, designed to eliminate much of the paper-work of the present program, will be a system to negotiate flat-rate payments to employers for the training they conduct in the work place.

These and other amendments to the Act will make our training programs more responsive to the needs of employers and will help to increase Canada's pool of skilled labour.

Overcoming the skilled labour shortage will not be an easy task but I am confident it can be accomplished. The employment strategies we will devise and implement over the next few years will contain a blend of immigration, training and mobility measures designed to meet the challenge. I'm sure a cooperative approach by governments, business and labour will eliminate the obstacles that stand in our way. A shared commitment to training and manpower planning by industry and labour, supported extensively by government, will ensure that employers have the right workers on the job when they need them.

This cooperative approach will also ensure that Canada achieves its great economic potential and its social goal of meaningful and rewarding work for all its citizens.



Minister
Employment and Immigration

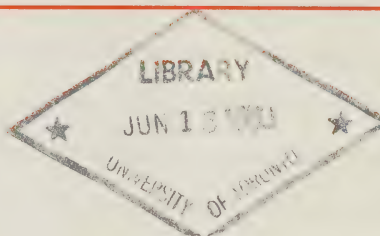
Ministre
Emploi et Immigration

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Subject

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EMPLOYMENT DEVELOPMENT IN THE 1980s

STATEMENT BY

THE HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION AND

MINISTER OF STATE RESPONSIBLE FOR THE STATUS OF WOMEN

HOUSE OF COMMONS

JUNE 2, 1980

CHECK AGAINST DELIVERY

Madam Speaker, I rise today to inform honourable members of the programs the Government is putting into place to deal with the immediate employment needs of Canadians, and to briefly discuss employment development in the 1980s.

Canada is, above all, a land of contrasts. In some areas, such as those relating to our ethnic roots and traditions, diversity is a source of national strength. This is not the case with the diversities in our economic well-being. The existence of groups of Canadians who are continually frustrated in their yearning to participate fully in the economic life of Canada is a condition that weakens us as a nation.

In designing our employment program, we looked first at the principles that would provide the basis for specific initiatives. The first of these principles is the principle of targetting -- or reaching out directly to those who traditionally receive little or no benefit from the economic growth of the country.

Native people, even in the Province of Alberta, face unemployment rates of approximately 75 per cent and this situation is even more critical for native women. Handicapped people everywhere face not only the challenge of overcoming their disability, but also must contend with the invisible barriers of prejudice and ignorance that bar their entry into the labour force. Women, and particularly those who have worked tirelessly in their homes to raise families and manage households, are told that they are not wanted in the paid labour force. Whatever else we do to ensure that all Canadians enjoy rising levels of real income, we must -- and we will -- give special assistance to such people as I have mentioned.

The second principle upon which today's measures are based is the recognition that employment must have continuing and genuine value. It should offer an unemployed worker hope for the future and contribute to his or her sense of self-worth. In the programs we are announcing today, we are including criteria that will channel funds towards projects that will make a sustaining contribution to the Canadian economy and society and will be consistent with our national objectives and priorities.

The third principle reflected in these measures is recognition of the need to have the particular mix of employment measures tailored to regional needs. By this I refer not only to employment disparities or the fact that there are shortages of skilled workers in certain industries and regions, but also to the differing capabilities of regions to cope with problems in their respective labour markets. I have already begun consultations with my provincial counterparts to identify each region's needs, and these consultations are being continued by our respective officials.

With these principles in mind, I am announcing the following programs relating to Job Creation and Training.

JOB DEVELOPMENT

First, we are introducing four specific job creation programs to meet special employment needs.

Canada Community Development Projects. A major new program is being implemented to further national and regional priorities in such areas as fisheries enhancement, energy conservation, tourism development, and community restoration. In addition to providing valuable work experience, this program will contribute to the development of an expanded employment base. More than \$100 million will be committed across Canada to such projects this winter and next year, with special emphasis in areas of high unemployment. This program also gives us the flexibility to respond to emerging employment problems caused by industrial dislocation, or major emergency events such as the fires and drought in the West.

New Technology Employment Program. This program is designed to assist men and women trained in technical and scientific areas to make full use of their skills in support of research and development. Funded at \$7 million in 1980-81, this program will provide subsidies to firms and non-profit institutions that hire unemployed or under-employed post-secondary graduates to work in research and development activities. This will help to promote innovations in manufacturing and the application of conservation and alternative energy techniques and programs.

Local Economic Development Assistance (LEDA). While the Canada Community Development Projects are short-term, it is our intention to increase the capacity of communities to meet long-term employment objectives.

We will, as appropriate, use these funds for long-term employment development, through this new experimental program - Local Economic Development Assistance (LEDA) as well as the existing Local Employment Assistance Program (LEAP).

The LEDA program is a new initiative aimed at providing selected communities with the means to develop comprehensive employment development strategies through community corporations. LEDA will accelerate the process of economic development in those communities which lack the expertise to fully develop their plans. Funded at \$3 million in 1980/81, it is intended as an experimental program and as a complement to other business development programs. Our target is to have a number of pilot projects across Canada during the current fiscal year.

Canada Community Services Projects. This experimental program will enable the federal government to enter into new partnership arrangements with voluntary agencies. The program will provide jobs for unemployed men and women and will, at the same time, increase, improve, and make innovations in urgently needed social and cultural services.

A major innovation of Canada Community Services Projects is that funding will be provided for up to three years on a diminishing share basis. On-going service activities will be funded, as demonstration projects, only if there is a reasonable expectation that the organizations will, over three years, be able to make other provision for the costs of services. I expect that many service organizations will wish to use

the program to help expand their volunteer base, or to develop fee-for-service operations, or simply to carry out three-year projects of real value to the community.

TRAINING INITIATIVES

The labour market, Madam Speaker, contains many striking and frequently unfair imbalances. In some parts of the country today, and particularly in the resource rich areas of western Canada, industries have problems finding enough skilled workers in a growing number of occupations, while elsewhere the level of unemployment remains at intolerable levels. The economic potential of our physical resources cannot be fully achieved until we realize the human potential of the Canadian work force and, in particular, Native people and women.

Madam Speaker, in order to begin the process of establishing a balance between labour supply and demand, and to ensure that all Canadians get a fair share of the economic and social benefits of our society, we are taking the following measures.

Critical Trades Skills Training. This existing program is designed to help industry fill critical skill shortages. The level of funding will be increased immediately from \$20 million to \$30 million, an amount constrained only by the capacity of industry to effectively utilize the program during the next 12 months. I am prepared to consider increasing funds for this program still further in subsequent years if industry is prepared to offer the necessary training.

Special Training Incentives for Natives. A special allocation of \$10 million will be provided for additional training of men and women of Native ancestry. It is designed to enable them to take advantage of employment generated by new resource developments and to move into job opportunities in our urban centres.

Women in Non-Traditional Trades. In order to help open the way for women to enter occupations traditionally dominated by men, \$2 million will be provided to cover a wage subsidy of 75 per cent, under the Canada Manpower Industrial Training Program, to employers who train women in non-traditional occupations. This is a start-up program. If it proves successful, it will be enhanced in the following year.

Language Training for Refugees. Finally, because of the large number of Indochinese refugees who have come to Canada, an additional \$7 million will be provided for language training for refugees. This will speed the successful integration of these people into the Canadian labour market.

These initiatives -- which provide a good indication of future directions in developing employment opportunities -- bring total federal expenditures on training, including income support, to \$834 million in 1980-81. A growing share of that training is being provided by industry, on the job site and in the skills that we so badly need.

Another program dealing with severe employment problems will be presented at a later date. I would like to indicate, however, that the proposed program will provide additional help to the same groups of people who will benefit from the measures I announced today as well as to other hard-to-place workers such as former prisoners and individuals with little or no education and those with physical handicaps and learning disabilities. The program will offer incentives so that disadvantaged workers are employed in the private sector.

Madam Speaker, in my capacity as Minister responsible for the Status of Women, I would like to stress that our efforts today are only the first steps of a thorough approach to the problems of women in the labour force. I will soon announce on-going measures to improve employment opportunities for women, with particular priority to improving affirmative action in the Public Service.

The employment development measures outlined today will themselves have a considerable impact on the employment of women. Community Services Projects will assist organizations to provide services - such as day care and after-school programs which are important to many working women and men. The cash incentive for firms to train women in non-traditional jobs is a significant innovation in terms of public policy, in Canada and around the world.

Youth will also significantly benefit from the employment development measures announced today. Both the Community Services Projects and the Community Development Projects will serve to provide young men and women with valuable first-job experience. For young people who are

qualified in technical areas, the New Technology Employment Program offers opportunities to use their skills to advance the development and application of new technology. Young men and women can be expected to make up nearly two-thirds of the participants in our employment programs and training program expansions.

The increases in badly needed training and the new employment programs will cost \$137 million in this fiscal year. These programs will be paid for with funds previously intended for tax credits and other funds set aside for programs planned by the previous government.

The measures that I outlined to you today are in addition to programs already planned for or in operation this fiscal year, such as the extension of the Employment Tax Credit Program, the Summer Youth Employment Program, the carry-over of Canada Works and the Local Employment Assistance Program.

In summary, these training and employment measures that I have announced are not the entire solution to our labour market problems. But they are an important beginning. We will focus on the training and employment needs of natives, women, young people, and other groups facing special difficulties in finding and retaining jobs. We will provide extra jobs in areas of high unemployment. We will re-orient employment programs to serve key national and regional priorities. These measures

represent the start of a new long-term approach to employment generation and national development. They point us in the right direction.

In my opening remarks, I referred to the need to use our programs to meet Canada's different regional problems. There is no group that has a better understanding of such conditions than Members of Parliament. In our Summer Youth Employment Program, the advice and participation of members of this House have added considerably to the success of the program. It is our intention to draw on the intimate knowledge that Members of Parliament have of their local areas, particularly for the locally-based Canada Community Development Projects, through the use of local advisory groups.

I look forward as well, Madam Speaker, to the results of the Parliamentary Task Force on Critical Skills for the Eighties, under the Chairmanship of the Honourable Warren Allmand. This special committee will provide Members of Parliament with an additional opportunity to be involved in the formulation of an employment strategy for the decade we are entering.

Within Employment and Immigration Canada, a special high level task force is being formed to examine the entire spectrum of labour market needs, including training, employment programs, employment services, mobility of workers, and industrial dislocation, among other matters. I am confident that these special bodies will be productive in their work, and enable Canada to move closer to its potential in the 1980s.

Madam Speaker, may I conclude by reminding this House that these programs represent an important investment in our most priceless asset -- individual Canadians. Our dynamic free market system, for all its strengths, does not always distribute opportunities equally to our people. We are all diminished when any of our fellow citizens, for whatever reason, do not have the opportunity to develop their talents to full potential and contribute their full energy to the common good.

These programs are not public charity or government bounty. They are an investment which will bear returns beyond resource industries, the manufacturing sector or financial enterprises. They are an investment in our fellow Canadians -- our true, undiminished capital for the future.



Minister
Employment and Immigration

Ministre
Emploi et Immigration

For Release

Pour publication

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Date
Sujet

NOTES FOR AN ADDRESS

BY

HON. LLOYD AXWORTHY,

MINISTER OF CANADA EMPLOYMENT AND IMMIGRATION

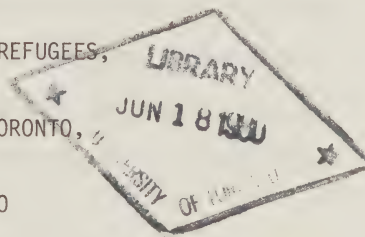
TO THE

STANDING CONFERENCE OF CANADIAN

ORGANIZATIONS CONCERNED FOR REFUGEES,

HART HOUSE, UNIVERSITY OF TORONTO,

7:30 p.m. JUNE 6, 1980



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Your invitation to present the keynote address at this important conference came as a pleasure to me. In the three months since my appointment as minister, I have come to realize the vital role of non-governmental organizations such as yours in shaping Canada's refugee policy and assisting in refugee resettlement -- particularly with respect to the major Indochinese refugee program now under way.

It is, therefore, in a spirit of appreciation and encouragement that I would like to recall this evening some of the chief contributions of voluntary groups -- to see what is being learned, and examine how the partnership between government and voluntary efforts can be strengthened and developed.

Refugee problems are, by definition, international in scope and require international solutions. There are four basic ways for countries to express their compassion and concern in practical form. Some nations donate funds to international relief efforts. Others provide first asylum

or temporary accommodation to refugees awaiting permanent resettlement. Still others -- those with high population densities and limited absorptive capacities--concentrate on a small number of extremely difficult cases. The fourth way--and the one in which most of Canada's efforts are concentrated--presents the biggest challenge: offering permanent resettlement to significant numbers of the displaced and persecuted.

Permanent resettlement is something of a last resort. The strategy of the United Nations High Commissioner for Refugees is to first seek, where possible, the voluntary repatriation of refugees, or, failing that, their acceptance in neighboring countries. Only when these solutions are not possible is permanent resettlement in far-off lands the answer.

Canada's role as a country of permanent resettlement flows from its active interest in foreign affairs, its size, its history as a pluralistic society populated mainly by immigrants and their descendents, and, consequently, its positive attitude toward immigration. Despite the rewards and benefits which have come to Canada through its role as a country of permanent resettlement, refugee acceptance was, until recently, carried out in rather an ad hoc way--a series of responses to specific global crises.

Since the end of the Second World War, Canada has welcomed about 350,000 refugees. Our immediate postwar efforts were focussed on the displaced persons of Europe, and then on those fleeing Hungary during the mid-fifties and Czechoslovakia in the late sixties. Since then, our scope has broadened to include Uganda and Chile, and now Indochina.

With the enactment of the current Immigration Act in 1978, Canada's international obligations towards refugees, and its traditional compassion for the displaced and persecuted, became enshrined in immigration policy. The legislation contains a number of innovations which have improved our ability to help refugees, but I would like to mention just three here.

First, refugees are now a separate immigrant class and are not subject to the same selection criteria as other immigrants. Second, the act provides for the private sponsorship of refugees in addition to those who are resettled by the federal government. And finally, the legislation introduces a mechanism for federal-provincial consultations on future immigration levels, and for the annual announcement in Parliament of future intake. This planning process includes a projection of the sources and numbers of refugees which Canada expects to resettle in a given time period.

The provision for the private sponsorship of refugees has led, in turn, to the concept of a partnership between government and voluntary groups in refugee assistance. The word "partnership" is accurate here, because non-governmental groups are now able to help shape the size and content of Canada's refugee program.

Although our experience with this partnership, as it has evolved through the Indochinese refugee program, is still quite new, we have already learned that the government and voluntary sectors can accomplish much more working together than either could have achieved working alone. Our initial success now prompts me to ask how our partnership can best be developed and applied in the future.

There is no question in my mind about future need. The international outlook presents a formidable challenge. According to the United Nations High Commissioner for Refugees, there are over 10 million refugees in the world today--more than at any time since the Second World War. And the problem is truly global.

Africa harbors the largest numbers of refugees, with the greatest concentrations in Somalia and the Sudan--Ethiopians fleeing the protracted struggle in Eritrea. Increasing numbers of self-exiled Eastern Europeans are reaching the camps in Austria, and the Soviet invasion of Afghanistan has led to a growing refugee problem in that country. While much has been done to help the refugees in Southeast Asia, the situation remains far from being resolved. Continuing political upheavals in Central America have forced significant numbers from their homes. Elsewhere in Latin America--and, indeed, all over the planet--violations of human rights continue to produce victims in urgent need of new homes.

Against this backdrop of human misery and need, Canadians must, in my view, ensure that our efforts are as effective as possible. I would like to share with you some of my own thoughts about how the Canadian experience to date suggests the direction our efforts should take in the future.

First, it is fundamentally important that the federal government provide strong and creative leadership. The fact of this leadership is itself not new. Since the end of the Second World War,

through support of United Nations refugee relief efforts and our own commitment to alleviate the plight of the displaced and persecuted, Canada has attained a global influence far in excess of what might have been expected from a country of our population size, economic power or political strength. By being decisive when faced with appeals from groups in urgent need of resettlement, Canada has not only been able to help those we accept, but has also been able to encourage other countries to make similar gestures.

This has been true in recent years--through our initiatives to help special groups of Soviet Jews in Europe--through our decision to provide resettlement for Chilean political prisoners--and through our swift action in the case of the Hai Hong, when our acceptance of 600 of the refugees stranded aboard that dilapidated freighter prompted other nations to make similar commitments, and led ultimately to the resolution of the problem.

Strong federal government leadership, therefore, produces results not only in Canada, but worldwide. And it is my view that such leadership must be exercised in full consultation with our non-governmental partners. I would like to outline for you the specifics of my ideas about how this leadership in partnership should work.

Consider the question of refugee selection abroad--how many refugees can we accommodate and where should they come from? The answer is found in our

global refugee plan, in which the government commits itself to accept a specific number of refugees each year. Obviously, Canada cannot accept every refugee in the world in need of permanent resettlement, so we have to concentrate on groups of refugees most in need of our help. Our selection of individuals within such groups must take into consideration their ability to fit into Canadian society, though we will continue to accept our share of the most difficult-to-place cases. This means we must examine the world refugee situation each year to determine an appropriate government response and the potential for involvement by the private sector.

It is important that extensive consultations with the provinces and interested private groups precede this annual determination. We discuss all refugee, and indeed many other immigration matters with the provinces because they are, after all, primarily responsible for providing and allocating the resources for such necessities as housing, education, health care and social services. The provinces have recognized and accepted the importance of the role they play and, considering the degree of their co-operation and participation to date, all have proven themselves willing to support Canada's refugee programs and accept their fair share of refugees.

I can think of no better example of this positive spirit of involvement than the current Indochinese program, which has seen refugees resettled in communities large and small all across the country. I realize refugee resettlement poses many problems and challenges to the provinces, but it is encouraging to note the concern and understanding they have all shown.

Of course, ongoing discussions with voluntary groups are also a vital aspect of the partnership of which I have spoken. In fact, a five-step process of consultation has already begun for the 1981 program. Letters have been sent to principal interest groups, outlining the general intentions of the federal government with respect to the discussion process and seeking the initial views of the voluntary groups on how this year's consultations should proceed.

Later this month, we will circulate a discussion paper among the provinces and the voluntary sector to highlight specific areas and problems requiring attention. We plan to meet with the non-governmental groups in July, and receive feedback on the potential for private sponsorship and joint assistance. Then, a draft refugee plan including the proposed global intake and distribution, can be drawn up, and its details will be the subject of further consultations with the provinces and the voluntary sector. Finally, the plan will be discussed with the United Nations High Commissioner for Refugees. Cabinet approval of the final document will be sought in the early autumn, in the context of determining annual immigration levels.

The global plan will, as I have indicated, identify those particular refugee groups around the world which are most in need of permanent resettlement assistance. It is equally vital, however, that we reach a broad cross-section of refugees within each of the target groups, as well as those individuals most in need.

To ensure that these objectives can be met on a global basis we will be relying more and more on the valuable assistance of voluntary groups abroad. Such involvement is not a new development. In fact our ongoing refugee activities in Rome, Vienna, and Athens depend extensively on the supportive roles of such groups as Hebrew Immigrant Aid Society and the Catholic Immigration Services, to name just two. Such support takes the form of helping with documentation, arranging medical examinations, and co-ordinating transportation. In Uganda, an immigration team and a group of professors from Canadian universities worked together to find opportunities for continuing education for students expelled by the Amin régime.

In Latin America, many church teams worked with officers at our foreign posts, and their help was equally welcome and needed. In the early days of the Chilean movement, for example, Lutheran missionaries and the Lutheran Church in Canada played a critical role in identifying needy cases and assisting in resettlement. The highly successful program for Chilean prisoners owed a large measure of its effectiveness to the courage and dedication of Canadian Catholic nuns who worked in close collaboration with our officers in locating, counselling, and helping the families of prisoners being released for exile to Canada.

The Indochinese program, too, has provided scope for voluntary Canadian initiative abroad, as well as techniques which will prove valuable in future movements. The Mennonite team in Bangkok has made a substantial contribution, as has the Christian Reformed Church, which boosted the confidence of our officers by assuring them that the difficult cases would be welcomed, not shunted aside.

With such examples as these, the government is eager to listen to the considered evaluations by voluntary groups of their experiences thus far, and I would invite you to carry out these evaluations and communicate them to us, so that we may, as partners, explore together ways of involving the voluntary groups abroad.

Participation in refugee selection abroad is only one element of the voluntary sector's role in our partnership. The other, of course, relates to the resettlement in Canada of the refugees whom we are able to accept. Here again, the government must, and does accept the responsibility of leadership and co-ordination, but with full involvement of non-governmental organizations.

It is clear to me that the government can best lead, not by carrying out the resettlement, but by creating a positive environment which will enable local groups and agencies to help the refugees integrate into Canadian society. Creating this environment must, of course, be done in the knowledge that the needed services are available at the local level to enable voluntary organizations to complete the task.

Our strategy for resettling refugees is based on the premise that a two-way adjustment between the refugee and the host community must be facilitated. Using the Indochinese program as a model, let's examine the three areas of government programs and services designed to establish the appropriate milieu.

First, there are direct programs and services provided and administered by the government--such as transportation loans, the facilities at the two staging areas, and employment counselling, skills training and upgrading, and language training.

Second, there are the collaborative arrangements between the government and the private sector--programs such as the Immigrant Settlement and Adaptation Program and the Joint Assistance Program. I might mention, by the way, that I have already asked my officials to review the Immigrant Settlement and Adaptation Program to determine how its usefulness could be broadened, ensuring that a complete range of services is available in every Canadian community where refugee resettlement is taking place.

The third group of services are those which the government sets in motion at the community level. They are designed to encourage and assist private groups in their efforts to increase community awareness and understanding, and to spur local responses to the settlement needs of all Indochinese refugees. Included among these are the Indochinese Refugee Settlement Grants Program, and the extensive network of refugee liaison officers which we have established recently. These officers deal exclusively with the successful adaptation of refugees through liaison with ethnic, immigrant and refugee groups, private sponsors, and federal, provincial and municipal agencies.

It is my view that, in addition to providing direct services to refugees at the community level to help them adapt to life in Canada, voluntary groups can also play a vital role in heightening community awareness of the problems refugees face--increasing their acceptance and integration into their new neighborhoods. The government can, as I have said, foster the creation of the appropriate environment for such efforts, but it is the ingenuity and creativity of voluntary organizations which will achieve the desired goals.

A detailed paper outlining all the elements of the resettlement strategy will be circulated to the workshops concerned, to enable them to plan, in further detail, the direction which voluntary participation will take in contributing to our Canadian partnership.

Before attempting to draw some conclusions about future refugee challenges and opportunities, I would like to summarize the main thrusts of Canada's response. I believe strongly that the government must accept the responsibility for exercising leadership in refugee selection abroad through a commitment to accept specific numbers of refugees each year. It is my conviction that this commitment should be made after full consultation with non-governmental groups, the provinces, and the United Nations High Commissioner for Refugees. It is my wish, and intention, that private sponsorships will continue to augment the intake of government-assisted refugees, and will remain over and above the government commitment, thereby enabling private groups to have a direct and immediate influence on the number of refugees resettled in Canada.

I hope, therefore, that in the course of your deliberations here, you would consider how you wish to organize yourselves to provide input into the development of the government's annual refugee plan. I hope, too, that you will be able to provide some guidance on the possible level of private sponsorships once the government's target has been identified. You might also wish to consider the ways in which non-governmental groups could play a role abroad in identifying refugees who could particularly benefit from permanent resettlement in Canada.

Turning now to questions of settlement, I have indicated that the government's strategy is aimed at creating, at the community level, the kinds of assistance which will enable local groups to help refugees become members of their new communities. I would, therefore, hope that your workshops here will be considering the ways in which you could become fully involved in this strategy at the local level, to maximize its effectiveness.

It seems to me that some conclusions are inevitable. First, I am sure that we are all aware that we are just beginning to develop our Canadian partnership on behalf of refugees, and that 1981 will be the first year for the full implementation of the consultative process used in drawing up the global refugee plan. We must, therefore, test and experiment with the planning concept and with the implementation of the program, so that we can shape it in ways which reflect our combined experience in a joint commitment to relieve the plight of as many refugees as possible.

Second, there is an area which presents an enormous challenge to Canadian commitment and creativity. There are now more than 7,000 individual groups, representing many more thousands of individual Canadians, who have responded within the last year with such generosity and compassion to the opportunity for private refugee sponsorship. It is these groups and their individual members which provide the strength and drive which has made our Indochinese refugee program the largest, and undoubtedly the most successful, operation of this kind that Canada has ever undertaken. The challenge which "umbrella" organizations such as yours face now is to find ways to foster and encourage the ongoing commitment of all those individual Canadians.

Your success in meeting this challenge will, I am convinced, be one of the single most important influences on the scope and shape of any future commitment Canada will be able to make on behalf of the world refugee problem. The government can and will give leadership and provide the atmosphere for successful resettlement. But it is up to the voluntary organizations--and, particularly, the "umbrella" groups represented here--to develop the means to ensure the continuing involvement of a broad cross-section of the Canadian public.

I have been Minister for only a short time but during this time I have heard much criticism about Canada's refugee policy.

There are those who feel that our selection system is too harsh; others feel that the United Nations definition of refugees contained in the Immigration Act is too narrow, and that today it is often refugees fleeing for economic as well as political reasons who require assistance. Some sincere and knowledgeable individuals believe that Canada's system for dealing with people who apply for refugee status from within our country is overly bureaucratic and unfair.

I am open about this. It is too early for me to say whether these criticisms are valid or not but in the months ahead I want to examine these issues. I want to assure myself that our policies and our procedures are second to none.

To help in the conduct of this review, I will be calling upon organizations and groups such as yours for input and active participation. We need to put into place mechanisms based on the notion that government and the private sector need not always be at each other's throats when it comes to basic issues such as helping our fellow man and sharing pride in a truly Canadian refugee effort.

There seems to be general agreement that the structure in the present Act for dealing with refugees - both outside and within Canada - is reasonably sound. What needs closer examination is our policies and our procedures. I am anxious to have the views and opinions of private refugee organizations and I want their involvement in the total system of policy development. You will be hearing more from me about this in the months ahead.

In conclusion I would like to say this. As a new minister in charge of a large and complex department I have a great deal to learn - but when it comes to refugees I have one decided advantage. I am committed. I am determined. And I can assure you I mean what I say when I talk about working together with you on behalf of refugees. I am not suggesting for a moment that you should not criticize me or my department - quite the contrary - we all need criticism. What I am saying is that we have not paid enough attention to co-operation. I would hope that tonight we can take a positive step forward in the direction of mutual understanding and a more effective and purposeful exchange of views. For my part I promise you consultation and participation.



Minister
Employment and Immigration

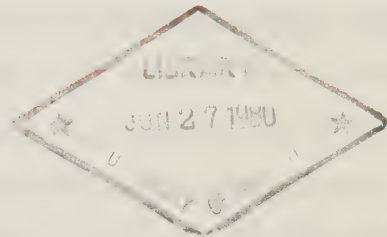
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NOTES FOR AN ADDRESS BY

HON. LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION,

TO THE CANADIAN CLUB OF VANCOUVER,

JUNE 16, 1980.

CHECK AGAINST DELIVERY

There is an old saying that a voyage of a thousand miles begins with a single step. Last Monday that first step was taken by the First Ministers. Over the next few months where we plant our feet will set a direction for decades to come.

We have arrived at a point where the constitutional framework created in the mid nineteenth century by the founding fathers has been judged too inflexible to serve adequately in the vastly different world of the late twentieth century. This was the message of the referendum. Quebecers made a choice. They chose Canada but not the status quo.

The immediate task before the First Ministers is to design a system for reform which will lead to a modern and functional constitution permitting all the governments within the federation to respond more effectively to the needs and aspirations of all Canadians. This is a process that must engage us all.

Today, speaking as a western member of Cabinet, I want to deliver one simple message. Let's not lose our last best chance to achieve constitutional reforms that contribute to the achievement of western aspirations but at the same time contribute to Canada.

We western Canadians, and not just our western First Ministers, must view constitutional reform unencumbered by our traditional western mind set. It is perhaps true that the role of the Lone Ranger or the noble outcast sits well with the western psyche. Certainly we are always eager to detect signs of eastern heavy handedness, eastern indifference or eastern lust for western resources. The all too characteristic western

theme of regional autarchy and self-aggrandizement indicates the existence of a seige mentality.

In a curious way western Canada has taken on the role of Ontario during the thirties. It's as if the ghost of Mitch Hepburn has been rattling up and down the corridors of western legislative buildings.

But now is not a time for action based on illusion. Let's see the West and the western interest as it really is and not as it was 20, 40 or even 90 years ago. We can't drive into the future steering intently by the rear view mirror.

I sometimes wonder about the view in that mirror. A visitor from another region could certainly be excused for experiencing some confusion when at times the western cries of hardship and discrimination become mixed with boasts of the "promised land".

This potent mixture of hope and dissatisfaction, of indifference and belligerence reveals the West as a complicated, diverse and ever-changing region of Canada.

I did not come here today to sell you on the idea of Canada. It's been said that the West is "achingly Canadian" and I think that's true. Western alienation, which is real, has not evolved into western separatism which is an unreal fringe phenomenon. I think that most western Canadians are not basically unhappy with their lot in Canada. Perhaps they feel about it as Maurice Chevalier was said to feel about old age; it's not so bad when you consider the alternative.

We in the West do have a characteristic political culture. The West was never an extension of central Canada. In the early years we have the turbulent history of the Riel rebellions. Here on the West coast we have the shotgun marriage with Canada arranged by the British colonial office in an effort to stem the U.S. expansionism of that era. Later we had the arrival of hundreds of thousands of foreign immigrants ignorant of the passions of Canada's history.

In the prairie region in particular our western political culture was shaped by an ethnically heterogeneous population settling on homesteads spread over thousands of square miles. Services were attainable only through local initiatives.

Our political culture has shaped our economic and government institutions. Consider the place of co-operatives, which, from the great provincial elevator companies to the village store, were a pillar of the prairie community. Consider the interrelationships of politics and religion as witnessed in the Social Gospel of T.C. Douglas and J.S. Woodsworth, or the social Credit of William Aberhart.

Today, for those entranced by pocket calculator nationalism, it is sometimes easy to forget that the West was built through partnership. Through partnership of neighbours, communities and regions. Through partnership with Canada.

Our history of building through partnership has produced a new West.

Let me briefly describe the new West by citing a few telling facts.

- With 28 per cent of Canada's population the West accounts for well over one-third of total goods production in Canada.
- The West accounts for a much higher proportion of national investment than national population, reflecting the strong confidence of the Canadian business community in our economic future.
- The level of urbanization in the West at 72 per cent is only marginally below the national average of 76 per cent.
- Our share of total farm output remains well over half and could increase substantially if we seize export opportunities.
- Per capita income has moved above the national average and is likely to remain there for the foreseeable future.
- With respect to aggregate indicators such as population, employment and GNP, the West passed Quebec a number of years ago and, for some indicators, could approach Ontario over the next decade.
- The West has been largely responsible for Canada's positive foreign trade balance on the merchandise account and given the continued strength of our resource exports plus the adjustments required in central Canada's manufacturing sector, the West could well carry Canada's foreign trade balance for the foreseeable future.
- The western dream of economic diversification is now reality. Our economic structure is becoming more and more like that of the rest of Canada with less reliance on the primary sector and an increasingly important secondary sector.
- The western economy is becoming increasingly diversified and integrated within itself with respect to manufactured products and increasingly integrated with Canada with respect to non-commodity items such as technology, information, investment and people.

But amid all this change and amid the clamour for provincial rights we seem to be out of touch with the reality of the new West and at odds with our own history. Perhaps it's a case where change has come

so rapidly that our thinking simply cannot keep pace. But we should not forget that traditionally the federal government has been asked to do more, not less in western Canada.

It's fair to say that the West was traditionally a land of unfulfilled expectations. And the federal government was traditionally viewed as the means of achieving the great expectations held by westerners.

The history of achievement, the partnership between the federal government and the West is impressive. Look at the record.

- the Government of Canada initiated construction of the railroad that first tied this country together in a tangible way.
- The Government of Canada established the Crow Rate initially to induce the railway to build lines to resource regions in the interior of British Columbia and to assist western farmers to sell in foreign markets.
- The Government of Canada established the Canadian Wheat Board, the Prairie Farm Rehabilitation Agency and equalization payments in response to the western economic and social disaster brought on by drought and the great depression.
- The Government of Canada supported the West's oil and gas industry in the face of low international prices during the 1960's and early 1970's.
- The Government of Canada fought for increased international wheat sales and introduced grain stabilization payments to help western farmers.
- The Government of Canada has made a great contribution toward industrial diversification in the West through the activities of DREE.
- The Government of Canada was a key player in the Syncrude investment. Petro-Can, headquartered in western Canada, has increased the pace of repatriating our oil and gas industry.

The past is prologue. The future will require an even greater dedication to building together. We need to develop the West's water resources to reduce our vulnerability to the extreme fluctuations of drought and flood. We need to invest enormous amounts of money in our western transportation system so that we can seize the international trading opportunities for our resource products. We need to drive hard international bargains to open new markets for western products. We will likely need to build a western electrical grid to increase the efficiency of our total electrical generating system and to substitute renewable energy for energy produced from non renewable fuels.

In short, there are enormous opportunities for leadership to benefit the West and the entire nation.

Earlier I referred to the increasing integration of Canada with respect to non commodity items. I mentioned people as one of the critical exchanges between the West and the rest of Canada. In my capacity as Minister of Employment and Immigration I would like to examine this topic in some detail.

Our western mythology sees resources as the key to economic development. But surely people are the key to unlocking our resource wealth and to building a more diversified and stable economy.

It is a fact that the West simply cannot continue on its present economic development path without large infusions of workers. The natural growth of the western labour force cannot keep pace with the growth of employment opportunities.

Over the next five years, western Canada will require a net inflow of between 30,000 and 40,000 workers per year. This translates into roughly 45,000 to 60,000 people per year after making allowance for those immigrants who would not be expected to become members of the workforce. In the five-year period up to 1985, the West will require as many as 200,000 workers. This will mean an influx of as many as 300,000 people to the regions.

In several occupations critical to western development there are already severe shortages. The West, and Alberta in particular, has been and will continue to experience problems in hiring workers in the construction and extractive industries. The B.C. employers council has recently warned that a large proportion of the province's skilled tradespeople are nearing retirement and there are not enough workers coming through apprenticeship programs to replace them.

Here is another great challenge for our federal system. There is a need for a system of national co-operation to see that the right people are available at the right time in the right places.

Here is where we have to be aware of the trade off between nation building and province building. The federal government has a mandate to reduce barriers to mobility, choice and participation. But over the past years we have seen the erection of numerous provincial impediments to trade, capital and labour.

A recent illustration has been the attempt by the governments of several of the Atlantic provinces to restrict access to energy-related

jobs. In addition, there are residence requirements for construction workers, professional licensing practices and variation in apprenticeship and trade qualifications which all impede the freedom of people to move to economic opportunities.

These constraints point up the need for a national labour common market and for national leadership to solve employment problems. We need national leadership to work co-operatively - not just inter-governmentally but with employer and employee representatives in specific industries and regions.

There is also a need for national leadership to ensure that groups facing obstacles to full participation in the work world - women, natives, the handicapped - can take full advantage of the current western employment boom.

This brings me to the question of the big trade off. The Government of Canada has the responsibility to train people, to open opportunity to disadvantaged groups, to invest in our best opportunities such as improvements to the western transportation system and to drive tough bargains in an increasingly difficult international environment.

Yet the federal government finds itself in a strange position. It is financially unable to respond to many of these opportunities. The fiscal structure of federalism is out of joint. Changes in federal provincial fiscal relationships, changes in the tax structure and the generally slow rate of national economic growth in the last few years have combined to severely curtail federal manoeuvring room.

In 1980-81 the Government of Canada will spend about 58 billion dollars. Of this, the operating and capital expenditures of non-defense departments are about 10.5 billion dollars, or 18 per cent of total spending. A large proportion of the rest of the budget is tied up in payments to other levels of government and in payments to individuals.

The federal government, as you know, is running a large budget deficit. At the same time some provinces are running budget surpluses largely due to oil and gas revenues. Some provinces are becoming rich and will remain so for decades to come. This is an event to be welcomed.

But we must maintain a sense of proportion. We must develop systems that accommodate the revenue and development aspirations and capacities of oil and gas producing provinces, without crippling the rest of Canada and the ability of the federal government to respond to development challenges.

Just to put the problem in perspective, let's compare the revenues earned by Alberta and my home province of Manitoba.

In Manitoba, - and we're accustomed to thinking of Manitoba as a province relatively rich in natural resources - the government's net revenue from all resources worked out to about 23 dollars per capita in 1978. In Alberta, the provincial government's revenues from natural resources were around \$1,900 per capita. Manitoba's total revenue from all sources including federal transfers was 1,689 dollars per capita, while Alberta's, including a federal transfer of 335 dollars per capita, was 3,396 dollars per capita. Alberta's revenue from natural resources exceeds Manitoba revenues from all sources.

My point is this. There is great strain on the fiscal structure of federalism. The Government of Canada therefore cannot respond effectively to the development opportunities in western Canada. One solution is to use the rents from western resources to spur western economic development and thereby spur growth in the rest of the nation.

The question then becomes, what is the most appropriate structure for recycling these rents. My feeling is that ad hoc and temporary coalitions of western provinces cannot do an effective job. There is a federal role, and indeed a federal mandate, because investment in the West really is in the national interest. For example, improvement of the western transportation system and expansion of western agriculture will put workers back on the job in Hamilton and Saint Thomas.

Petro-Can is a good example of a new federal institution which operates in the interest both of western Canada and the nation. Headquartered in Calgary, with over 2,000 employees, this corporation is helping to Canadianize the oil and gas industry and is also at the leading edge in developing and applying advanced technology. Petro-Can is one model of partnership in development.

Building the West and designing institutional structures to make that happen is another step in the march of Canadian history.

Canadian federalism has been shaped by powerful images of the way the country can function. These images translate into distinct phases of national policy. These phases are expressed not in the BNA Act but in the institutions and regulations which reflect how the country really works.

The first of these phases, was MacDonald's national dream - a Canada from sea to sea linked by a national rail network and functioning by interdependent regions of economic specialization - the hinterland/heartland model. Laurier's drive to populate the West was an extension of this phase.

The second phase occurred during the King-St-Laurent-Diefenbaker-Pearson years when our basic mechanisms for social security and equity were put into effect - equalization payments, unemployment insurance, family allowance and medicare programs.

The third phase was ushered in by Mr. Trudeau with his concern for linguistic and cultural equality - our bilingual and multicultural model.

The fourth phase, which we are just beginning to perceive, is now upon us. The fourth phase will be concerned with reconciling national and regional needs. We know the goal. Indeed, Mr. Trudeau stated seven long years ago that we need to adopt "a new approach to national development wherein our goal must be to seek balanced and diversified regional economies across the country."

We must now give shape to this new and still vaguely defined vision of Canada.

This can only be done in an atmosphere of trust. We have to make that "leap of faith" required for co-operative reform.

The federal government is willing to work toward this new concept of Canada. In economic matters everything is negotiable. We are prepared to listen. This is why we have created a special western committee of Cabinet which I chair, and this is why we have established Minister's offices in each western province.

Obviously, more is required. We need two-way institutions that foster understanding and mutually rewarding action. In short, we need effective federal institutions which can represent the regions.

The West can lead in developing solutions to the challenges now faced by our federal system. In the past the West has been at the forefront in pioneering much needed social legislation, such as medicare, and in co-operative approaches to economic development.

Western Canadian governments, regardless of partisan affiliation, have shown themselves to be open to new ideas, sensitive to the long term interest of citizens and cognizant of the larger picture. And now the West is in a position to make a greater contribution because we are no longer in the position of a supplicant. We are powerful. We have the power to make things happen rather than to have things happen to us.

But the West will not be able to make its potential contribution, nor realize the great benefits to be derived from a vibrant federal system, if our approach to constitutional reform is burdened under the weight of old grievances, old wars and a siege mentality.

We do live in a new West - a region that can benefit immensely from full partnership in Canada. We will not be well served by those who would only look inward and who would continue to fight old wars. We will be best served by approaching our task of reform with a fresh vision of economic achievement in partnership.



Minister
Employment and Immigration

Ministre
Emploi et Immigration

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NOTES FOR AN ADDRESS
BY THE
HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA
AND
MINISTER OF STATE RESPONSIBLE FOR THE STATUS OF WOMEN
TO THE
CANADIAN ASSOCIATION FOR COOPERATIVE EDUCATION
MOHAWK COLLEGE, HAMILTON, ONTARIO
TUESDAY, AUGUST 26, 1980 - 7:00 P.M.

CHECK AGAINST DELIVERY

The theme of this conference, "The Age of Uncertainty" can be defined, to a great extent, by uncertainty over jobs. There are also a host of other anxieties which together prompt the pessimistic view voiced so often by journalists, politicians, academics, business people, union officials and farmers.

Woody Allen captured this spirit perfectly in his parody of the university graduation address of the late 1970's. The noted guest speaker began "More than in any other time in history, mankind faces a crossroads. One path leads to despair and utter hopelessness; the other to total extinction".

My point is that in Canada we face problems that are eminently solvable, challenges that can be successfully met. The look through the glass darkly interferes with our capacity to apply creative solutions.

That said, let's pose some of the troubling questions.

Does Canada, as some observers warn, face an unemployment crisis of major proportions? In the face of an accelerating technological revolution and in an increasingly competitive international trade environment will there be enough jobs for Canadians? Will the professional and industrial skills learned in past decades prove appropriate to the demands of the 1980's and beyond? Will Canada's growth industries be able to achieve their potential or will our best economic opportunities be choked-off by skill shortages? Will our educational institutions be able to adapt quickly to new training priorities? Can our economy create the numbers and types of jobs that will allow special groups - Natives, women, handicapped and youth - to fulfil their strivings for economic independence and personal self-worth?

Everyone here will agree that those are hard questions to which there are no easy answers. Yet it becomes increasingly critical that we attempt to answer. The urgency of the employment issues was underlined for me by the events at the recent Democratic convention in the United States. At that convention a clear signal was given that jobs are moving to the top of the political agenda.

It is not hard to see why. The economic and social effects of unemployment are brought to our attention daily as we read about mass layoffs and shutdowns particularly in Canada's industrial heartland. The bright spots on the employment front, such as the steel industry jobs related to the pre-build decision, are all too rare.

I sense a growing recognition of the fact that people are the key to Canada's economic future and thus to our continued high quality of life. We know we have the resources. We know the capital is there under the right conditions. But people are the key to investing the capital, to putting the resources to work, to managing development and productivity growth. To illustrate, the Economic Council of Canada reports that 87% of the growth in manufacturing productivity for the 1957-74 period came from factors other than capital and cyclical factors. To members of the council "This suggests ... the importance of efforts to raise not only the skill level of Canadian labour but, perhaps more importantly, the level of managerial training and know how."

But solving our employment problems is surely a moral imperative as well as an economic necessity. Canadians define their sense of self in terms of their jobs. As one commentator wrote "Employment is now the talisman of modern man ... In casual conversation the first two questions asked of someone are usually "What is your name? and "What do you do?"".

The liberal economist Lester Thurow has eloquently described the moral imperative of full employment. We think of ourselves as a work ethic society. We preach that work is the only "ethical" way to receive income. We cast aspersions on the "welfare" society. As Thurow says "not to guarantee full employment is like locking the church doors and then saying people are not virtuous if they do not go to church".

It is fitting that, at the brink of the new decade, an intensive examination of employment problems and possible solutions has begun at the national level. In my department I have established a Task Force of senior officials and experts to make recommendations on an employment strategy for the 1980's. We also have a Parliamentary Task Force under the Honourable Warren Allmand which is concentrating on the problem of critical skill shortages.

Tonight I propose to review quickly a number of key problem areas in the employment field.

Everyone here is no doubt familiar with our great employment paradox. In Canada we now experience unacceptably high rates of unemployment and, simultaneously, critical shortages in skills required to seize economic development opportunities.

This paradox arises from two underlying factors; rapid industrial changes - both sectoral and regional; and demographic changes in our labour force.

Rapid industrial changes in turn result from the dramatically changed energy environment which has caused a shift in consumption and production

patterns and a westward movement of economic activity. Other factors include the continuing impact of innovations in communications and transportation, new world trade arrangements and new domestic industrial opportunities such as those in the fishing industry as a consequence of the 200 mile limit.

The other factor underlying our employment paradox is the changing composition of our labour force. The low birthrates of the late 1960's and 70's means that the labour force will be growing at a slower rate in years to come. In turn, this suggests that industrial adaptation will become more difficult. It will have to occur to a greater extent by redeployment of workers geographically, industrially and occupationally. We will not have large numbers of new labour force entrants to staff new enterprises.

At the same time, we are no longer able to rely heavily on imported workers to alleviate labour shortages. Historically, the availability of foreign workers meant that we in Canada could avoid facing up to the hard questions about our training programs. When you consider that it takes about four years and an investment of some \$40,000 to train a journeyman tradesperson, it is easy to understand why employers opt for the quicker, cheaper, short-run solution of importing their skilled labour requirements.

However, the offshore pool of skilled labour is drying up. And our immigration posts abroad advise us that it will become increasingly difficult to attract foreign skilled and professional people as other countries bid for their services.

The combination of Canadian need for rapid industrial adjustment and the changing composition of our labour force suggests two things. First, if the history of industrialization teaches us one lesson, it is that labour/people

are not factors of production like land, capital or technology. People want economic security. They participate in community life and form deep attachments to places. If we want industrial adjustment we have to provide people with incentives to make change attractive. To expect industrial adjustment without economic security for workers is to shout in the wind.

The other related comment on industrial adjustment is that if we are to improve our nation's economic performance, if we are to continue to make quality of life gains, we must concentrate more on measures to help workers exploit opportunities. Traditionally, we have focussed on layoffs and the downside effects of industrial adjustment. Now we must focus on upside opportunities. Put another way, we must begin the long drive away from sunset industries and into sunrise ones.

Training is the second broad area I want to touch on. I have already mentioned the decline in the numbers of skilled immigrants which means that Canadian training programs must provide an increasing number of skilled workers. But there is concern whether our training programs can measure up to the challenge. For example, the Industry Sector consultations of 1978 recommended to First Ministers that "as a first priority, government manpower policy should emphasize long-term training programs to produce fully trained tradesmen".

There are a bundle of problems to be faced with respect to training. I am sure you are familiar with many of the attitudinal, financial and jurisdictional hang-ups which complicate changes in training programs.

Many proposals have been made to increase the effectiveness of our training programs; gearing purchases of academic upgrading courses more

directly to direct job placement opportunities; increased involvement of employers and labour organizations in the definition of training needs; and pooled training funds to spread the risks of training more evenly.

I want to expand briefly on this last point. Often, training requires some kind of apprenticeship program. However, manufacturers have come to regard apprenticeship as an expensive and risky way of obtaining skilled help. The cost can be considerable - about \$48,000 to add a single journeyman machinist to the labour force. And the cost is not the employer's only concern. Unfortunately, the drop out rate is high and frequently firms lose the graduates of their expensive training programs to competing firms.

Without question, employers must have an eye on the bottom line. If they cannot expect a reasonable return on their training investment, they will continue to regard the apprenticeship approach as risky at best. So it becomes obvious that if we are to improve our capacity to train skilled people within the private sector, we must provide structures to make apprenticeship programs more attractive to the employer.

Many countries have adopted pooling techniques that provide either full or partial reimbursement of training costs. Pooled training funds, established through payroll taxes or voluntary contributions, are administered by industry at the national level. Thus, all companies share the costs and benefits of training. Management and labour representatives help government assess training needs and develop apprenticeship policies. This arrangement merits very careful consideration for Canada.

It is, of course, in the field of training that cooperative education can make its great contribution.

Since 1957, when 75 engineering students enrolled in a cooperative education program at University of Waterloo cooperative education has grown steadily. There are at least 125 college or university cooperative programs listed in the Annual Directory of Cooperative Education Programs.

The cooperative model is popular with students, employers and with educational institutions. All of you in the audience know the lengthy list of reasons why this is so.

I believe that cooperative education has a substantive contribution to make toward meeting domestic requirements in several critical skill areas. A recent national survey of selected industries has revealed 3,600 openings for engineers, accountants, scientists and other professionals. Cooperative education has a track record in these professions, turning out trained people with superlative skills.

My experience in an academic setting leads me to believe that the federal contribution of seed money to cooperative programs was a real incentive. Almost without exception educational institutions across Canada are faced with severe budget constraints. In this context a small incentive can elicit a rather substantial response.

The potential for cooperative education to contribute to an employment strategy has prompted me to review the decision made by my immediate predecessor to terminate the federal Cooperative Education Program. My department's Task Force on employment development in the 80's is considering the role of cooperative education in the overall federal strategy. The preliminary report of the Task Force will be available early in 1981.

Finally, I want to turn to the distributional questions related to Canada's employment challenges. We must adopt strong measures to ensure that women, Native people, the handicapped and youth take full advantage of job opportunities.

Obviously, to achieve this social goal we have to move on many fronts at once. Recently, I was able to announce, with the President of the Treasury Board, a program of affirmative action in a cross section of federal government departments. If this initiative is successful we intend to apply it across-the-board. The federal government is looking at contract compliance procedures to ensure that firms doing business with the federal government provide equal opportunities for designated groups. We have introduced new incentives for employers to train women in non-traditional occupations. We have increased by \$10 million our funds to train Native people so that they can enjoy the benefits of resource development opportunities.

Every proposed change to our training and industrial adjustment programs must be rigorously tested against social objectives. For example, a shift of training from institutional to apprenticeship and the Canada Manpower Industrial Training Program may weaken the capacity to use training to address the needs of groups such as Native people who tend to participate in industry-based training to a lesser degree than institutional. If such a shift were undertaken, ways would have to be sought to increase the participation of such groups.

Before concluding, I want to make the point that solutions to our employment challenge are part and parcel of the ongoing constitutional negotiations. Over the past few years we have witnessed the emergence of numerous provincial


impediments to trade, capital and labour. I cite as examples the recent attempts to restrict access to energy-related jobs, the residence requirements for construction workers, professional licensing practices and variations in apprenticeships and trade qualifications.

Such impediments undermine the economic union of Canada. They undermine our nation building efforts in favour of isolationist province building.

The federal mandate is to reduce barriers to mobility, participation choice and fulfillment in all fields of employment. Accomplishing this must be recognized as one of our highest priorities - the springboard from which other initiatives can be launched.

We are searching toward a new concept of partnership in Canada and a new spirit of partnership. We are seeking a concept of partnership that will bring governments, business, labour and other interest groups, together to work toward solutions of problems that inevitably will arise.

This search is proceeding through the constitutional talks. And personally I am exploring ways of implementing the concept of partnership in my own area of responsibility. Over the next few months I will be meeting with my provincial counterparts. One thing I want to discuss with them is the relevance of the cooperative education model for furthering partnership and responding to labour force requirements.

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 Minister
Employment and Immigration

Ministre
Emploi et Immigration

For Release

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Subject

Date
Sujet

NOTES FOR AN ADDRESS
BY THE
HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION
AND
MINISTER OF STATE RESPONSIBLE FOR THE STATUS OF WOMEN
TO THE
MANAGEMENT TRAINING CENTRE ATLANTIC REGION
ON SEPTEMBER 11, 1980
NOVA SCOTIAN HOTEL
HALIFAX, NOVA SCOTIA

Please check against delivery

It is a pleasure being here tonight, though as a Westerner, I was hoping to have lobster for dinner. But anyway it is nice at least to smell the salt air.

As you know, tonight's topic is "Productivity Issues in Atlantic Canada", and like any keynote speaker I have taken the liberty of altering it slightly. I think, however, that by so doing, I will not stray too far from the rules of relevancy which my colleagues, the honourable members of the opposition, so often do.

As Minister of Employment and Immigration, I would like to talk about the development of the human resource in the 1980's as it will have a most profound impact on productivity. This is not to say that other issues such as industrial structure, research and development, corporate concentration and appropriate scale are not significant, but societies are made of human beings and human beings will always be the most critical element. In the past we have not given the human element the attention it deserves.

Tonight I would like first to outline a number of important characteristics which will mark the economic development of Canada in the decade. Hopefully, this will provide you with a context on which to base your discussion.

Secondly, I want to focus my attention on a severe constraint on productivity growth - a possible shortage of skills in Canada. In this connection, I will discuss the particular barriers to filling this skill shortage. I will discuss the fragmented nature of our institutional training structure and I will argue the need for a strengthened role for the federal government.

Thirdly, I will describe measures my department has already taken to assess the challenges of the 1980's and the steps we are planning to meet these challenges.

Finally, I would like to outline some of the new directions we have already taken in certain fields.

Let me present you with nine hypotheses which, if they prove valid in the 1980's, will have a major impact on the labour market, especially in the higher skill areas.

The first is that our development in the 1980's will in fact be much more in line with historical Canadian growth patterns. It will be strongly marked by markets for our traditional resource products: food, minerals and natural resources. Investments in these and related industries are likely to be large, lumpy, one-shot affairs centred on particular projects.

The second is that there will be a relative shift in the terms of trade in Canada from the centre to the periphery, that is, the price of products produced in the Atlantic and the West will rise relative to those products produced in central Canada.

The third is that, unlike the 1960's and 1970's, the service sectors will not grow as quickly as the goods producing sectors.

The fourth is that, although the short-term economic outlook may be difficult - mostly because of the performance of the U.S. economy - there will be a sustained recovery starting in the 1980's, fueled in part by strong capital spending.

The fifth hypothesis, which is of particular significance to me because I am also the Minister responsible for Status of Women, is that sometime early in the 1980's the Canadian male labour pool will not be able to meet employment demand. Therefore, the need to speed the entry of women into the labour force is no longer just a question of social equity but a matter of enlightened self-interest.

The substance of the next one is that the 1980's will be an era of escalating international competition not only in the production of goods but also in the search for natural and human resources. This competition will mean that we will have to concentrate on those sectors where Canada has a natural advantage. It will mean Canadian manufacturing

and processing will have to specialize in highly-sophisticated products. It will mean that we will have to induce people to move from lower productivity pursuits to higher ones.

Because of the slowing of the population growth rate and a relatively aging labour force, more emphasis will have to be put on restraining and re-cycling - so goes the seventh hypothesis.

As conditions in other countries improve and as competition for skills in other parts of the world become more intense, Canada will be able to count less and less on immigration as a source of skilled labour. This hypothesis is not surprising to anyone who has observed immigration flows in recent years.

Finally, perhaps the most difficult hypothesis to cope with politically is the projected need for increased labour mobility both between regions and within regions. This is an especially touchy issue for a Western politician to bring up because the rate of net population growth will be more rapid in the West in the next decade. In fact only British Columbia, Alberta and Saskatchewan will have significant population growth in the 1980's. As a Manitoban, I can share much of your concern because Atlantic Canada and Manitoba will probably have the slowest rates of growth. The 1980's will be marked by the search for some acceptable trade-off between the economic imperative which argues for mobility and the social imperative which argues for stability.

Of course, mobility does not mean depopulation. As projects in fisheries, forestry and mining - particularly in coal - are undertaken, as hydro-electric and hydrocarbon developments come on line and as the federal government's policies to combat regional disparities continue, there will be a greater number of stable, permanent, higher-income jobs within the Atlantic Provinces.

Indeed, the Atlantic economy will come to play the role in Confederation to which it has always aspired and it will become not self-sufficient but self-reliant, to borrow a term from APEC's Strategy for the 1980's. Realistically, however, we must assume and indeed promote some degree of inter and intra-regional migration, especially if Canadians are going to be given the first opportunity to benefit from our employment opportunities.

One of the conclusions which must be made if one accepts these hypotheses is that there will be a more traditional role for the federal government in managing the national economy. Because the private sector cannot always afford to make those investments it needs to take advantage of large, one-time projects, government must be prepared to undertake that role. Unlike the American experience where the size of the economy has made it possible for the private sector to do this, in Canada the government has always had to play a more interventionist role. Also, because of the national scale of these developments and because of their repercussions throughout the national economy and the fabric of our society,

the federal government will be the most logically placed agent to manage the transition.

The second conclusion flowing from these hypotheses is that Canada will need greatly increased numbers of technicians and skilled workers in the coming decade. This of course raises the spectre of skill shortages and the threat posed to our best development opportunities.

Despite our high rate of unemployment, we are already experiencing shortages of skilled labour. This paradox represents, in my mind, the key to Canada's and Atlantic Canada's productivity challenge in the 1980's.

Clearly, our labour pool is evidence that we have the people. Our rate of job vacancy is evidence that too many are lacking the skills we require despite the fact that the federal government spends more than \$800 million a year on supporting industrial training and on purchasing institutional training from the provinces. But, if in spite of these efforts, we are already experiencing skill shortages, then something is clearly wrong. And if this problem is only going to get worse, then it merits immediate attention.

Let me enumerate some of the problems which have been identified first with industrial or on-the-job training and then with institutional training. Much of the kind of training we require involves some kind of apprenticeship. Because of the length of training - often three to five

years - candidates are frequently discouraged from entering. Many employers, frightened by the costs (which can range as high as \$40,000 per trainee) and the drop-out rate are reluctant to get involved.

When on-the-job training or apprenticeship courses are considered, I believe we should study very carefully the successful systems adopted elsewhere. Many countries have pooling techniques to persuade employers to hire apprentices. Funds established through payroll taxes or voluntary contributions enable firms to be either fully or partially reimbursed for training costs. In this way, all companies share the costs - and the benefits - of training. These pooled funds are administrated or coordinated by industry at the national level. Management and labour representatives help government assess training needs so that apprenticeship policies are consistent with requirements.

An arrangement of this sort would be of particular value in areas such as the Atlantic Provinces where the average size of firms is small and where employers can't always afford the necessary time and facilities.

Another system provides that government funds be used to maintain training levels during periods of slow economic growth when firms normally lay off trainees or hire fewer to begin with. Under this method, private industry operates the apprenticeship system and the government steps in only as necessary.

The question of institutional training is probably more complex. First, we have a general problem of weak linkages between the education system and the needs of the labour market. We in Canada have not been able to show young people that many of the studies they are pursuing open very few work-opportunity doors. Their training has been in disciplines that are over-supplied. This doesn't mean they cannot find jobs. But too many of them are working at tasks far below their level of training - wasting their time, talent, knowledge and the investment society has made in their future. But more fundamental to the problem of ineffective use of institutional training is the slowness of the educational system to adapt to market demand. Jurisdictional boundaries have complicated policy-making in education and have hampered close collaboration between the two levels of government on manpower development strategies. Cooperation between provincial and federal governments will be essential if we are to make the necessary reforms to our systems, which will enable the federal government to play a more active role.

Some progress has been made in Nova Scotia, for example, to bridge this jurisdictional barrier. Here, the federal and provincial governments have signed a letter of understanding pledging cooperation in all aspects of youth employment and training programs.

However, significant problems do remain. Provinces continue to provide training in sectors which do not meet market demand and do not meet national or regional needs. We can no longer afford to look

at institutional training principally as a counter - cyclical measure to reduce the impact of unemployment as we did in the early 70's. Throughout the country training must be tailored to national and regional needs.

Viewed in this light, I think it is clear that the Constitutional debate which is going on at this very moment cannot be considered as a one-way street with the provinces always demanding more power. There are legitimate areas in which more national decision-making power is also needed. The degree of balkanization in our training structure must be seen as a major obstacle to meeting our training needs and thus directly reduces Canada's productivity and competitiveness. I have always been surprised that the business community you represent has not been a more vocal supporter of a more effective national manpower policy and a much more severe critic of the present balkanized system.

Our present federal-provincial training agreements would normally expire at the end of this fiscal year. I will be proposing a one-year extension in order to give us time to consider how the needs and challenges of the economy in the 80's will impact on the future direction of our training programs, and I would like to serve notice to all ten provincial governments that I plan to discuss national and regional requirements with them. I am open to discussion on a range of solutions but unless we move forward one must wonder about the future of adult occupational training.

Early in my remarks, I said that mobility of the work force was a prime factor in satisfying the manpower demands of the future and that, unfortunately, we are witnessing the erection of more mobility barriers. Frequently we find ourselves having to cope with provincial and regional bodies who would restrict the flow of trade, capital and labour across this country. For example, several provinces have considered applying strict residency requirements or have put special licensing practices upon professionals and apprenticeship qualifications. These licensing bodies not only restrict inter-provincial mobility, but prevent the mobility of people between occupations which require similar, though not identical, skills. Restrictions imposed by provincial licencing boards are often wasteful; they reduce productivity, and tend to lead to higher levels of unemployment.

We in the federal government respect and have supported in our own policies the need to use locally-available labour and supplies. However, too great a balkanization serves only to erode the future of our work force and undermine the incentive to train and to be retrained. We will never solve our manpower problems and needs by isolating ourselves in regional fiefdoms. We must accept a national approach if we are to meet manpower challenges and achieve the degree of productivity that is essential in the economy of the 80's.

Ladies and gentlemen, up to this point I have focused my attention on the "gaudy questions", the big issues. Remembering the adage about

those who live in glass houses, perhaps I should point out what practical steps we, at the federal level, are taking to put our house in order. Indeed, many of our programs were designed to respond to the needs and conditions of the 1960's and 1970's and the time has come to rethink my ministry's role. We can't do this without solid analytical information. On the other hand we can't wait indefinitely before moving from the analytical stage to the action stage.

Shortly after taking office the federal government established four major task forces to review what should be done in the employment field. They will supply the analytical data we need to take action. All of them will be reporting shortly after Christmas and the government and I are deeply committed politically that their input should result in meaningful reform.

The first is the Parliamentary Task Force headed by the Honourable Warren Allmand which is drawing opinions and ideas from all sectors and parts of the country on critical skill shortages in the 1980's. This task force will be particularly useful in distilling some consensus on what to do and how to get things done.

At the same time we have another group of very senior and bright people developing a view of labour force needs and demands in the 1980's and developing a comprehensive human resource strategy attuned to those needs and demands.

The third task force, which is perhaps less exciting but nevertheless as important, is an internal review of Employment and Immigration Canada's organizational structure. From this review, we hope to get some idea of what we do badly, what we do well and what we can do better. We should then be in a better position to see what exactly our role should be.

Finally, we hope to make public at the same time an option paper on Unemployment Insurance which will outline directions and roles that unemployment insurance should play in the 1980's. This is important because unemployment insurance is one of the principal tools which the government has in tackling industrial dislocation problems, transitional income support problems and even mobility problems.

In a few months' time, when we look at the product of these complementary initiatives, I believe we will be presented with a comprehensive view of the social, political and economic choices before us. I realize some people might view this exercise with skepticism. I also realize that the ship of state is sometimes slow to respond. I often compare my department to an enormous supertanker which takes hundreds of miles to turn around. But just because the challenge is formidable doesn't mean that we can afford to walk away from it. I know I won't.

Finally, ladies and gentlemen, I would like to mention a number of steps that we have taken since last March which of themselves may be

relatively small, but nevertheless indicate the direction we want to take. In June, after only three months in office, I announced a job creation policy of some \$137 million within which we established a number of programs which would stress not only job creation but, more importantly, practical training.

A key feature of the federal approach is the New Technology Employment Program. This program, through a wage subsidy of up to \$1,250 a month for 12 months, encourages smaller firms, research institutes and associations to create immediate employment in such areas as energy and research and development. It is designed to accommodate highly qualified labour force people and recent scientific and technical graduates who are under-employed.

We are forecasting that the program will attract about 800 participants this fiscal year, and the resulting multiplier effect will spawn many new and ongoing jobs as expanding research and development improves the competitive ability of these small manufacturing firms. The program should enable Atlantic firms to improve their technological capacity. I also note that R & D as well as training were promoted by APEC in its Strategy for the 1980's.

The Critical Trades Skills Training Initiative, to help industry meet skill shortages, is another plan we now have in place. We have earmarked \$30 million for it this year - \$10 million more than was made

available one year ago.

A move to provide training for women in non-traditional jobs has now been taken. Through the provision of wage subsidies of up to 75 per cent, our objective to ensure that women participate more fully in the labour force is clearly evident. It also shows how we have already begun to look ahead at the role women will play in the economy of the 1980's.

We have allocated an additional \$10 million this fiscal year to provide job training for Native Canadians. Canada has not done enough to ensure that Native people have a fair place in the labour market. We have failed to provide them with the opportunities to acquire necessary skills; we are now trying in a concerted way to develop the considerable potential that exists within the Native community.

Another program being developed will offer increased incentives to private sector employers who develop improved employment opportunities for disabled Canadians.

These programs may not be very large, as yet, but they do show where we hope to go and it is my firm intention to expand their scope and size as they prove to be successful.

Ladies and gentlemen, the availability of skilled labour will be the key variable of productivity in the 1980's. It is also an area

in which some basic management decisions have to be made within the next six months. I hope I have already taken the first step in bringing about those management decisions.

We face numerous challenges in the years ahead. We have a lot to do together and I believe we can do it together. Well ladies and gentlemen, as someone said earlier this year:

"Welcome - to the 1980's".



Minister
Employment and Immigration

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NOTES FOR AN ADDRESS

BY THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION

AND

MINISTER RESPONSIBLE FOR THE STATUS OF WOMEN

TO THE

WORLD SEMINAR ON EMPLOYMENT COUNSELLING

OTTAWA, SEPTEMBER 15, 1980

PLEASE CHECK AGAINST DELIVERY

Mr. Chairman, honoured guests, ladies and gentlemen. It is with great pleasure that I welcome you to this World Seminar on Employment Counselling. I firmly believe that employment counselling plays a key role in assisting people to make full use of their potential for a rewarding and satisfying career. In some cases, such counselling is absolutely essential.

I am very much aware that employment counselling should not be offered to a person only once at some pre-determined point, such as in high school. To me it seems somewhat irrational that students spend years studying mathematics and then enter a career which requires little more mathematics than checking one's own personal payroll deductions or calculating one's expense account and yet receive a little as 20 minutes' counselling about the world of work in which they will spend at least one-quarter of the rest of their lives.

From my point of view, there are four agencies which really must be partners if we are to develop successfully our human resources through employment counselling. The first is the educational system; second is the employment service; third are the organizations involved in social, personal and physical rehabilitation; and fourth are employers.

I am pleased that the first three of these agencies are well represented at this seminar. I wish I could say that employers are as well represented today as are the others but I do understand that there are some excellent presentations planned in this area and that at least a cadre of career counsellors is here representing employers.

In Canada, we are promoting increased collaboration of each of these agencies in the development and delivery of counselling. Such co-operation is vitally important -- in fact mandatory if such groups as women, Native people, youth and the handicapped are to achieve equality in and through employment.

It is in this same spirit of co-operation that the Canada Employment and Immigration Commission is pleased to join with the International Association of Educational and Vocational Guidance and the Canadian Guidance and Counselling Association in sponsoring this seminar.

Canada, like many countries, is in the midst of major economic change which has a profound effect on our labour market. We anticipate great increases in employment related to the further exploitation of oil and natural gas in the western and eastern areas of our country. This will no doubt prompt large numbers of people to move to these areas and into occupations which they would not have considered one or two years ago.

Opportunities also exist in other parts of Canada and in other industries. We lack skilled workers, technicians and technologists right across this land and we stand to lose much because of it. One of the causes may be our attitude towards certain types of work and training. It is the counsellors' responsibility to understand and communicate the types of work opportunities in growth sectors and the value of all types of training programs - whether they be academic or technical. We must ensure that our clients do not bypass opportunities for training and careers because we do not fully appreciate the possibilities that exist.

It is obvious that employment counselling is not the only solution to all the problems. Many countries, including Canada, have been developing and implementing programs to improve education for adults, to encourage worker mobility, to provide more opportunities for disadvantaged groups, to create more employment, and to develop key economic sectors.

Employment counselling plays a prime role in the success of these programs and is one of the most important means of helping individuals to enter and remain in the labour market successfully. The number of programs that have been developed to assist workers and the amount of research that has been done concerning economic conditions and the number of studies undertaken on the problems of adjusting to different situations is impressive. I believe, however, that in contrast, the development of employment counselling has been very slow. One indication of this is that this World Seminar is the first ever to focus specifically on employment counselling.

A second indication from within our own Commission, is that we have only just recently adopted an official policy in this area. And we have been practising employment counselling for more than ten years!

Our new policy is designed to co-ordinate counselling with each of the many programs available to our clients. This constitutes an important step toward an effective and efficient employment counselling service. Our counselling policy is summed up in the directive, "clients who require employment counselling services in order to achieve satisfactory placement shall receive it and employment counselling staff shall have the necessary competencies to deliver employment counselling effectively."

Of course, the main aim of the Canada Employment and Immigration Commission is to place people in jobs. However, counselling and placement go hand in hand. Employment counselling at the Commission is always aimed at client placement.

Satisfactory placement does not always require employment counselling. Many clients are effectively placed in jobs without benefit of counselling, while others must have counselling in order to achieve placement. The essential factor is to ensure that clients receive counselling and placement services according to their employment needs.

Counsellors cannot offer satisfactory employment services by relying solely on their personal resources. They must have, among other things, complete and up-to-date information on all aspects of the labour market and have at their disposal a variety of effective counselling tools. We are, at present, testing and implementing new counselling tools and approaches.

Some of you are already familiar with CHOICES, our interactive computerized occupational system. It is currently in use in 40 Canada Employment Centres and will soon be in operation in schools in British Columbia and New Brunswick to mention two provinces. North Carolina and Florida, too, are using CHOICES in their employment services and schools and several other American states are considering introducing it into their counselling services. Austria, France, Great Britain and Germany have also shown special interest.

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In addition, we are developing systematic and comprehensive training programs for our counsellors and setting up a system to measure and evaluate our employment counselling services.

Because counselling results are closely linked to the quality of counsellor training, this training is of vital concern to us all. The discussions this week concerning varied approaches to counsellor training will be of great interest to all organizations employing counsellors.

We, in Canada, are substantially increasing the training for our employment counselling staff. We are currently developing two programs. The first one is designed to establish a standard level of training for employment counsellors across the country. It will cover all essential program knowledge areas and provide the opportunity for counsellors to acquire and practise interviewing and basic employment counselling skills.

The second program will provide complete training in the specific area of employment counselling. Counsellors will learn approaches especially designed for adult clients and will develop competencies to work effectively with clients who have complex employment needs requiring resolution prior to placement. Included in this program will be Employability Assessment and specific individual and group counselling approaches.

Another major counselling problem, cutting across all counselling fields, is the weakness of evaluation systems. Here again, I notice that you will be spending several hours this week discussing methods of measuring counselling effectiveness. It is certain that managers will refuse to invest, or increase their investment of human and financial resources in activities, if they cannot find out exactly and to their complete satisfaction the value of the results.

We are developing a counselling activities information and evaluation system to provide managers at all levels with data that will enable them to make more knowledgeable decisions to improve the quality and effectiveness of employment counselling services. It will also provide counsellors with data on the results of their counselling actions. We are currently developing methods for measuring counselling outcomes and will examine the results obtained with certain clients, following certain counselling interventions. We will then study the counselling process to evaluate the effects of factors such as interviewing techniques, counselling tools and client-counsellor perceptions of counselling. These measures and other should suggest productive new approaches to employment counselling.

While my Commission systematically revises its methods of assisting workers to adapt to employment situations, it is, at the same time, true that the process of career adjustment must start much earlier, when the individual is still an adolescent. Young people must receive more consistent vocational guidance; they must be helped to gradually formulate their occupational goals earlier, and they must receive an education better suited to the world of work. To do this, improved communications must be established between the educational field and the world of work.

One model for building linkages between education and work is provided by co-operative education which blends studies with actual experience in the work force. The co-operative model is popular with everyone -- students, employers and the educational institutions, in part because counselling is built in as an integral part of the students' training. The potential such a system has to prepare students for the every-day realities of the work setting is a lesson to be kept in mind when developing over-all national employment strategies.

I hope I will not appear to depart from the well-known modesty of Canadians, when I say that in certain respects we have been a leader and an innovator in developing CHOICES, co-operative education and introducing incentives to encourage industry to train workers in occupations desperately needed to stimulate economic growth. We have also by our actions shown that equal access to the world of work is a right that all Canadians must have. We have actively supported Affirmative Action programs, and currently have under way programs which offer financial incentives to employers to train women in occupations which have been male bastions, and to provide employment opportunities for our Native people. While much has been done in recent years, we cannot afford complacency; counselling methods and tools must be constantly adjusted and tailored to the economic and social priorities of the day.

The interest that other countries have taken in our programs is gratifying because it has led to an exchange of ideas that has been mutually beneficial.

I am confident that this World Seminar on Employment Counselling can be a forum for the exchange of information and ideas and could well be a beacon for the future.



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"The 1980s: A New Era of Opportunity for Women
in the Labour Force"

NOTES FOR AN ADDRESS

BY THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION

AND

MINISTER OF STATE RESPONSIBLE FOR THE STATUS OF WOMEN

TO THE

WOMEN IN TRADES CONFERENCE

WINNIPEG, MANITOBA

SEPTEMBER 27, 1980

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I am honoured to be able to participate at this historic first conference of the Women in Trades Association. As a Manitoban, I am pleased that the Association was incorporated in this province and has quickly spread across Canada.

Naturally, I want to take this opportunity to talk about the women's employment challenges of the 1980s. My assessment of labour force characteristics, national economic development imperatives and new social priorities leads me to the conclusion that the 1980s will be a new era of opportunity for Canadian women. But, at the same time, seizing these opportunities will require a concerted, integrated effort on the part of government, business, organized labour, educators and pioneering organizations such as Women in Trades. In this effort, government - particularly the federal government - will have to lead the way.

The federal government must advance, at every opportunity, a progressive women's employment policy message, and must substantiate policy with legislation and programs. Our policy message is this: for women, and for all Canadians of working age, a career choice is a right, not a privilege. For women, the era of second class status in the labour force must end. Increasingly, women want work and must work. The end of economic dependency relationships and the realization of true choice will occur only when women have equal access to all jobs and achieve equal pay in all jobs.

What developments in the Canadian work force will make the 1980s a new era of opportunity for women?

Shortly after the present Government took office, two Task Forces were established to examine the problems of employment in the 1980s. A Parliamentary Task Force headed by the Honourable Warren Allmand was charged with the responsibility of investigating the critical skill shortages which could cripple Canadian economic development. A second Task Force on employment development in the 80s was set up within the Employment and Immigration Commission.

The preliminary findings of this second Task Force suggest that the 1980s might well be a decade of future shock, at least for those whose thinking on employment issues is based on the employment problems of the 1960s and 1970s.

By now, it is commonplace to note that the years of explosive labour force growth are over in Canada. In the peak years, between 1970 and 1974, the labour force grew at an average annual rate of 3.5 per cent. In the 1980-84 period, this is expected to be about 2.0 per cent annually, and between 1985 and 1989, about 1.7 per cent annually. Much of the growth in the labour force in the 1980s will be due to increases in the participation rates of adult women. This in itself is not a new phenomenon. The participation rate of adult women has increased from 19.4 per cent in 1955 to 45.9 per cent in July, 1980. We project a further increase to about 51 per cent by 1985. Further, for the first time in decades, the youth group will actually shrink as a proportion of the total labour force.

What this adds up to is that, in the 1980s, Canada's labour force will be increasingly female and increasingly mature, a development with some critical economic consequences.

For example, the fact that labour force growth will be increasingly comprised of women suggests that, if labour market shortages are to be avoided, women will need to continue to increase their employment in non-traditional jobs and industries. Among the most startling findings of the Task Force on Labour Market Development is that, if men and women continue to be employed in industries in the same proportions as existed in 1979, there would, by 1986, be a shortfall of male workers of the order of 50,000.

On the demand side, the horizon is also marked by profound changes. I believe we are only now seeing the tip of the iceberg in Canadian industrial restructuring. The problems being experienced by Canada's manufacturing industries are not merely cyclical problems. There are also, and perhaps more importantly, generational problems caused by the new energy environment, technological change, new trade arrangements, increasing global economic integration and the emergence of new growth poles in Canada, primarily in western Canada.

In the eighties, the structure of occupational demand will continue to shift, and in some occupations the shift could be dramatic. For example, the shift toward service sector employment will slow radically. Between 1970 and 1979 service sector employment grew from 62.6 per cent to 66.6 per cent of total employment. The projected increase between 1979 and 1985 will be far less substantial. In fact, growth in the service sector may be eroded by the impact of the revolution in microelectronic technology. The employment growth sectors over the eighties are likely to be in the personal and business services area, manufacturing and construction. Overall, the shift will favour higher technology, higher skill and higher wage occupations.

Our estimates indicate that net new job creation in the trades will be relatively strong. Moreover, since the average age of people currently employed in many skilled trades is fairly high, there will be requirements for new entrants to replace tradespeople retiring from the labour force. This problem becomes acute after 1985.

There will also be changes in the regional distribution of employment growth. For western Canada, we project a net labour force requirement averaging some 34,000 workers per year over the 1980 to 1985 period. The most serious shortages will likely be experienced in technical and highly skilled blue-collar trades.

In British Columbia, for example, 88 per cent of employers surveyed in a recent study indicated problems in recruiting skilled tradespeople during the past two years. Most of these firms expect the situation to worsen. When the Alberta mega projects begin construction, demands for skilled workers will increase substantially. For example, the Cold Lake Heavy Oil project will require 8,000 to 10,000 construction workers and 2,000 production workers. Add to this the Alsands Oil Sands Plant, the Alaska Highway Natural Gas Pipeline, other oil sands plants, massive investments in transportation, water development and all the associated spin-offs: the projected demands for skilled labour in the West are truly staggering.

Increasing the number of skilled immigrants, the traditional Canadian response to skill shortages, is no longer the answer. First,

there are indications from our immigration offices overseas that the pool of skilled labour is drying up. Canada is simply no longer as attractive as it once was to skilled workers. Second, and more importantly, we surely have the obligation to provide Canadians with the opportunity to work in high skill, high wage industries. Over the short term, we must face the Canadian paradox of simultaneous high rates of unemployment and skill shortages.

From this brief overview of labour market and economic factors, a number of conclusions can be drawn. First, we will face a much tighter labour market by mid-decade. Second, much of the growth in the labour force will be due to increases in the participation rate of adult women to the point where there will be a much more equal balance of men and women. Third, the labour force will become increasingly mature, with a substantially lower proportion of new entrants. This in turn means that industrial adjustment programs will depend increasingly on redeployment of workers already in the labour force. Fourth, growth in the service sector, which has traditionally provided the bulk of new employment opportunities for women, will taper off. (Indeed, in some occupations such as retail sales and finance, automation may reduce the total number of jobs). Finally, the growth sectors in the economy - business services, manufacturing and construction - will be those which have traditionally been male dominated.

The overall conclusion to be drawn from this analysis is that whereas full integration of women in the labour force continues to be a

social priority, there now exists an economic imperative to encourage participation by women, particularly in these sectors. If we fail to encourage women to participate, many of Canada's best economic development opportunities will be choked off.

I want to emphasize the fact that the training (and re-training) of women for jobs in all sectors of the economy should not depend upon labour shortages. Whether or not labour shortages occur, we know that technological change will have a drastic effect on many of the jobs which women are now doing in the service sector. We must ensure that these women whose jobs are threatened - or lost - through the introduction of computer technology are retrained in order to get their share of whatever new jobs result in a restructured work force.

All this begs the obvious question, "what are you going to do about it?"

First, we have to recognize that we have been making far too little progress in training women in trades and increasing the proportion of women in non-traditional occupations. In 1979-80, about 30,540 or 42 per cent of those taking Canada Manpower institutional trades training courses were women. But only 862 women took training in non-traditional areas such as machine operators, computer programmers, welders, drill operators, and metal workers. Compare this to the 35,000 males who took these courses.

A co-operative federal-provincial initiative in 1976 introduced a new idea -- pre-trades orientation for women. Similar courses to one now operating in Manitoba are in existence in other provinces and they have been quite effective. In Manitoba some 200 women so far have graduated from these courses and they form the nucleus of women who have moved into either the Industrial Training Program for non-traditional jobs, or Canada Manpower Training Programs at community colleges.

While Canada as a whole has a rather dismal record in the area of training women for non-traditional jobs, there are some encouraging developments. In Manitoba, for example, in 1978-79, 31 places for women were set aside for training in job-areas that were non-traditional. Just 18 of those places were filled. However, the momentum from the earlier program of pre-trades orientation courses began to show up in statistics for 1979-80. Last year the CEIC sponsored 76 women in non-traditional training at three Manitoba community colleges. About the same number were enrolled through provincial auspices.

To create this growth of interest among women, we concentrated our efforts on encouraging women to enter the trades. Women's Employment Counselling Services, an Outreach project, was the prime vehicle in generating the enthusiasm that promises to keep the numbers growing. And I think that all of you know that this initiative has had the support and encouragement of the Women in Trades Association in Manitoba.

I wish I could say that Canada's record in the area of apprenticeship training of women was good. In fact, it is a dreadful record. Nationally, about one per cent of apprentices in non-traditional occupations were women. In Manitoba, there were 13 women in apprenticeship and another six in journeyman status in 1979.

Over the past five years, there are indications of progress in the slight increases in the proportion of women in such occupational areas as manufacturing, mining, construction and transportation. However, the picture remains bleak when the proportion of women in these sectors is compared to the proportion of women in the labour force. Moreover, I do not doubt that such increases can be partly explained by assuming that women have taken up low paying, insecure, dead end jobs in these occupations.

Part of the problem lies in the fact that our employment programs, and government programs in general, have not been targetted carefully enough on those groups experiencing disadvantages in the world of work. The federal government served notice in the April Throne Speech that targetting would henceforth be a much more important element in the design and management of its programs. In my own department I believe that we can be much more effective if we concentrate our resources on disadvantaged groups. By trying to be all things to all people we end up being nothing to everyone.

Better targetting is a conceptual first step. But what specific steps can the federal government take to ensure that women participate fully in the employment opportunities of the 1980s?

We already have the beginnings of a strategy: one based on an awareness that the employment barriers faced by women are pervasive and are inter-related. Comprehensive and integrated federal programs are required: counselling to encourage women to consider non-traditional occupations; training and appropriate support services so that skills can be learned quickly; incentives to ensure employers hire and promote women in non-traditional fields; and a systematic attack on the widespread problems of bias and discrimination. This will require a concerted, co-operative effort on behalf of educators, business, unions, government and associations like your own.

There are many factors that could encourage women to enter non-traditional occupations: elimination of sexual harassment, higher wages, more chances for advancement and social support systems like day care. However, these factors will have little impact if they are not communicated to women seeking new careers. It is critical therefore that federal employment counselling services be more attuned to the objective of increasing the participation of women in non-traditional occupations. A training program for job counsellors will be required to achieve this. I intend to implement such a program as soon as possible.

The federal government already has many of the programs required to provide training to women in non-traditional jobs. But to date our success has been limited.

One of our chief program instruments is the Adult Occupational Training Act. Our present federal-provincial training agreements under this Act would normally expire at the end of this fiscal year. I will be proposing a one year extension in order to give us time to consider how the employment challenges of the 80s will shape our training programs. I would like to serve notice to the provinces that I plan to discuss national labour force goals with them, including the expansion of women's employment in non-traditional fields. Perhaps the federal government should not pay provinces the millions of dollars it paid last year unless we have some performance guarantees for women's training.

Another lever the federal government has is to give greater emphasis to on-the-job training through our Industrial Training Program. This would accomplish two objectives. First, it would get women into the employment environment for which they are being trained and second it would overcome the barriers women face between the end of their institutional or formal training and the time they receive their first job. To this end, in October, employers across Canada will receive a letter from me offering to pay 75 per cent of the wages of women taking on-the-job training in occupations traditionally reserved for men. As most of you know, the normal government contribution is 40 to 60 per cent. This new program in its first year will provide opportunities for over 3,500 women. It is my hope that demand for this wage subsidy will be heavy because I am prepared to considerably expand funding if the uptake is rapid and the preliminary assessment favourable.

The federal government has other levers to pull in the area of industrial training. For on-the-job training and apprenticeship courses we are now examining the concept of establishing pooled funds to persuade employers to hire apprentices. Such funds would be created through payroll taxes or voluntary contributions in order that firms can be either fully or partially reimbursed for training costs. In this way all companies share the costs - and the benefits - of training. Management and labour representatives would help government assess training needs so that apprenticeship policies are consistent with requirements.

Affirmative action is another means to achieve a major breakthrough for women. You are probably all aware that, at present, we do have an affirmative action program in Canada, that the federal government has provided some resources for the program, and that the program is voluntary. The results to date have been disappointing. However, we are taking steps to improve our record.

We intend to ensure that hiring for our \$100 million job creation program is consistent with affirmative action principles. Also, we have recently begun an affirmative action program in three federal government departments, my own included. Our program will include assessment of the types of discrimination in hiring and promotion that keep women and other groups from playing their proper role. After assessment, the program will go on to implement measures to eliminate systemic discrimination and to increase the representation of women.

With an affirmative action program in place within the federal civil service we are now in a position to begin to apply the same provisions in the private sector through contract compliance legislation. I intend to bring a paper on contract compliance to Cabinet this fall.

Essentially, a federal contract compliance policy will require companies which provide goods and services to the government to eliminate discriminatory barriers from their employment systems and practices and to actively increase the proportion of female employees in all areas of their work forces. Many companies, even those which do not intend to discriminate, employ procedures or standards such as educational requirements, height and weight requirements, written tests, recruitment procedures, etc., which tend to screen out women or other identifiable groups despite the fact that the standards have no relevance in determining whether the job applicant can do the job in question. This type of discrimination is called systemic discrimination. It is pervasive and it must be eradicated from employment practices. The use of the federal government's purchasing power to achieve this objective is seen as a legitimate and necessary use of such funds.

Thus, if companies wished to continue to do business with the federal government (and we are talking about some \$6 billion dollars worth of business not including the \$5.5 billion worth of purchases made by the federal crown corporations), the onus will be on them to eliminate discriminatory practices and to achieve an integrated work force.

Contract compliance would be a business-like, objective program of human resource planning which, while applying sanctions on defaulting contractors, would emphasize a co-operative approach to employers through the provision of advice and technical assistance. Such legislation would sound a clear signal that we think it inappropriate that public funds be spent in ways which perpetuate inequities in the job market.

Further initiatives must be taken in the provision of support services for women in non-traditional training and jobs. Improvements in child care services are probably the most critical need, particularly in light of the number of mature single women with children re-entering the labour force. Without first class child care services women cannot take full advantage of overtime opportunities or shiftwork premiums. In this area, while government must play a lead role, I believe that there is considerable scope for involvement of educational institutions, companies and local unions. My department's recently announced Community Services Program is intended to make a contribution in the child care area.

Our unemployment insurance system is an important element in support services available to women. That is why I have criticized recent suggestions made by the Canadian Chamber of Commerce that maternity benefits be removed from the Unemployment Insurance Plan. Economic independence for women has been accepted as a basic principle for federal government action. It follows logically that there must be economic support for women who work and who have children.

Sexual harassment is a problem of discrimination faced by women in non-traditional jobs and traditional jobs alike. Labour Canada has been looking at this problem as a result of the Government's Plan of Action of 1979. The Human Rights Commission, which has taken several complaints, has recommended amending the Human Rights Act to clarify that sex discrimination includes sexual harassment. In addition, an interdepartmental committee, chaired by the Co-ordinator, Status of Women has been established to recommend the best mechanism for dealing with the problem.

Women will not achieve equality in the work force until the demeaning stereotypes that are at the root of sexual harassment are eliminated, along with the discriminating practice itself.

I have discussed a number of programs and initiatives that must be taken at a national level in support of women's training in non-traditional occupations. But the national government wants and must have the legislative authority and the financial resources to act.

The constitutional issue is not an abstract and obtuse debate taking up valuable time which could better be devoted to solving such problems as unemployment and inflation. In my view, our constitutional arrangements are part of the solution to those problems. And constitutional issues pose some fundamental implications for women in the work force.

For example, an entrenched Charter of Rights would promote the application of affirmative action programs throughout Canada.

Power over the economy is a second constitutional issue with enormous implications for women in the work force and indeed for all Canadians in the work force.

The federal intent here is not difficult to explain. We believe it is a fundamental principle of nationhood that there be constitutional protection for the Canadian economic union. Canada is surely more than a loose association of provincial fiefdoms. Therefore, we have urged the provinces to reject discrimination based on a concept of provincial citizenship. We say that there should be one Canadian citizenship which protects the right of any Canadian to move anywhere in Canada, to get a job anywhere in Canada, to invest money anywhere in Canada and to purchase and sell goods and services anywhere in Canada.

For this concept of Canada to become reality we require constitutional provisions to discourage governments - federal as well as provincial - from erecting barriers to the free flow of people, goods, services and capital between provinces.

The provinces supported our position that economic union was desirable. However, the provincial sentiment was "more honoured in the breach than in the observance" since there was no agreement to take tangible steps toward embedding economic union within the constitution.

Economic balkanization by provincial governments could make Canada less attractive to investors and thus reduce economic growth.

Provincial barriers to the free movement of goods, services, capital and labour would increase production and marketing costs and impede achieving the economies of scale which are critical to the ability of Canadian firms to sell in world markets.

All Canadians have an interest in making this country economically strong, in running the country at peak performance. But a constitution that hinders our ability to achieve maximum economic growth and potential has a particular impact on women.

We are now facing the prospect of much tighter labour markets by the mid-80s. However, we also face the deeply troubling prospect of a continuing high rate of unemployment and labour market inequities for women. We need a comprehensive, long-term policy to ensure that women are full and equal participants in the growth industries. We need a system of economic management to ensure that our best economic growth opportunities are seized or we will fall short on our social goals.

I emphasize, therefore, the real, practical link between constitutional initiatives in the economic field and women's employment concerns. A strong national government is best able to coordinate the economy for maximum sustained performance and the achievement of equity goals. A weak national government with all the provincial governments pursuing their separate and often disjointed policies is not the answer.

At the outset of this speech I stated that the 1980s would be a new era of opportunity for women in the labour force. In Canada, we face a potentially happy conjunction of circumstances; the prospect of a tighter labour market by the mid-eighties, a rapidly expanding high skill, high technology, high wage sector and a widely shared goal that women, for both equity and economic reasons, should participate fully in new job opportunities.

The federal government is dedicated to making this goal a reality. We now possess many of the necessary programs and levers. We acknowledge the need to use existing mechanisms more effectively and more equitably. We also need additional programs and levers - improved counselling and support services and contract compliance authority - and we are moving to put these in place.

The recent report by the National Council of Welfare entitled Women and Poverty concluded: "Most Canadian women become poor at some point in their lives. Their poverty is rarely the result of controllable circumstances and it is seldom the outcome of extraordinary misfortune. In most cases, women are poor because poverty is a natural consequence of the role they are expected to play in our society."

The federal government is deeply committed to reversing the dim economic future of half our population. Women's poverty and lack of opportunity degrade us as a nation committed to economic equality. We have begun a vigorous program to equip women to take charge of their economic rights, to ensure equality of access, to improve our performance in the field of women's employment, and to meet the nation's labour needs in the economy of the future. Much remains to be done, but working in co-operation with groups such as Women in Trades, I am confident that we will be successful.



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NOTES FOR AN ADDRESS

BY THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION

AND

MINISTER RESPONSIBLE FOR THE STATUS OF WOMEN

TO THE

CONFERENCE BOARD IN CANADA

TORONTO, ONTARIO

NOVEMBER 25, 1980

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CANADA HAS WELCOMED THE EIGHTIES BY OPENING DISCUSSION ON A RANGE OF ISSUES FUNDAMENTAL TO THE FUTURE OF OUR NATION. CONSTITUTIONAL CHANGE, ENERGY POLICY, NATIONAL INDUSTRIAL STRATEGY, AND NEW INTERNATIONAL RELATIONSHIPS HAVE EMERGED AS DOMINANT NATIONAL THEMES. THE ISSUE OF SKILL SHORTAGES IS ALSO BEGINNING TO EMERGE AS A MAJOR NATIONAL ISSUE.

SKILLED WORKERS ARE, OF COURSE, THE SOURCE OF ECONOMIC STRENGTH IN ALL NATIONS. BUT THIS IS PARTICULARLY TRUE IN CANADA, WHERE IN THE INTERNATIONAL SCHEME OF THINGS, WE HAVE TWO GREAT ADVANTAGES; A RICH RESOURCES BASE AND A HIGHLY EDUCATED POPULATION. THE TECHNICAL, MANAGERIAL AND GENERAL PROBLEM SOLVING SKILLS POSSESSED BY CANADA'S WORKERS ARE THE KEY TO SUSTAINED ECONOMIC GROWTH, TO ENHANCING OUR PERFORMANCE IN COMPETITIVE INTERNATIONAL MARKETS, AND TO IMPROVING THE QUALITY OF LIFE FOR ALL CANADIANS.

SKILL SHORTAGES THREATEN TO CAUSE A DRAG ON ECONOMIC GROWTH, COMPETITIVENESS AND QUALITY OF LIFE IMPROVEMENTS IN THE EIGHTIES. COMPLEX AND DIFFICULT SOLUTIONS WILL BE CALLED FOR TO SOLVE THE SKILL SHORTAGE PROBLEM. FINDING SOLUTIONS WILL NOT BE MADE EASIER IF WE FOLLOW WHAT I THINK IS A RECENTLY ESTABLISHED CANADIAN PATTERN OF FINGER POINTING AND BUCK-PASSING. WE SEEM TO HAVE DEVELOPED THE KNACK OF SOLVING OUR PROBLEMS BY BLAMING THEM ON EACH OTHER.

I WAS DELIGHTED TO HAVE THE OPPORTUNITY TO ADDRESS THIS CONFERENCE BECAUSE THE QUESTION OF RESPONSIBILITY FOR SOLVING PROBLEMS IS PLACED FRONT AND CENTRE. AND I AM SURE YOU WILL ALL AGREE THAT THE SIMPLE ANSWER TO THE QUESTION IS THAT WE ARE ALL RESPONSIBLE. HENCEFORTH, ALL SECTORS, PUBLIC AND

PRIVATE, WHO PARTICIPATE IN THE OPERATION OF THE CANADIAN ECONOMIC MACHINE ARE GOING TO HAVE TO STAY CLOSER TOGETHER, AND TO WORK MORE CONSISTENTLY TOGETHER. WE ARE GOING TO HAVE TO IMPROVE OUR COORDINATION, TO QUICKEN OUR RESPONSES. WE WILL HAVE TO BECOME MORE AGILE IN MEETING A VASTLY DIFFERENT, MUCH MORE FLUID SITUATION THAN WE'VE BECOME USED TO IN THE 113 YEARS OF OUR HISTORY.

TODAY, I WANT TO MAKE FOUR BASIC POINTS.

FIRST, I WANT TO DESCRIBE SOME OF THE LABOUR FORCE CHANGES WHICH POSE THE DIFFICULT CHOICES CONFRONTING US.

SECOND, I WANT TO DRIVE HOME THE POINT THAT WE'RE LOOKING AT ABOUT AN 18 MONTH WINDOW WITHIN WHICH TO MAKE SOME BASIC CHANGES IN OUR SKILLS TRAINING AND LABOUR FORCE ADJUSTMENT PROGRAMS.

THIRD, I WANT TO STRESS THE IMPORTANCE OF ADDRESSING NEW LABOUR FORCE CONDITIONS IN A POSITIVE AND PROGRESSIVE WAY. OUR SKILL SHORTAGE PROBLEM CAN ALSO BE AN OPPORTUNITY TO BRING MORE CANADIANS INTO THE ECONOMIC MAINSTREAM WHERE THEY CAN CONTRIBUTE TO THEIR FULL POTENTIAL.

FOURTH, AND FINALLY, I WANT TO DEVELOP THE THEME OF SHARED RESPONSIBILITY AND WHAT PRACTICAL FORMS THAT MIGHT TAKE.

COMING INTO THE EIGHTIES WE ARE ENTERING A FUNDAMENTAL PERIOD OF CHANGE IN THE LABOUR SITUATION OF THIS COUNTRY. IN THE 1960s AND 70s YOU

COULD PRETTY ACCURATELY DEFINE THE HUMAN RESOURCE PROBLEM AS FINDING JOBS FOR VAST NUMBERS OF YOUNG PEOPLE COMING OUT OF SCHOOL AND STARTING WORK. AND WE COPE WITH THIS CHALLENGE VERY WELL. WE MANAGED TO ACHIEVE THE HIGHEST RATE OF JOB CREATION OF ANY MAJOR COUNTRY IN THE OECD GROUP, WHICH IS VERY STIFF COMPETITION INDEED. AND, BY AND LARGE, ANY SHORTAGES IN SKILLED LABOUR WE COULD MAKE UP WITH IMMIGRATION FROM WESTERN EUROPE AND OTHER COUNTRIES.

IN THE 1980's JUST ABOUT EVERYTHING IN THIS SITUATION HAS CHANGED. THE MOST BASIC DIFFERENCE IS IN LABOUR SUPPLY WHICH, FOR A VARIETY OF REASONS, IS GOING TO BE VERY MUCH TIGHTER THAN IT WAS IN THE PAST. WITHOUT GETTING INTO FINE POINT STATISTICS, WE CAN EXPECT TO SEE THE RATE OF GROWTH IN THE LABOUR FORCE DROP -- FROM 3 PER CENT WHERE IT HAS BEEN OVER THE PAST FEW YEARS, TO ABOUT 2 PER CENT IN 1984, AND TO 1.75 PER CENT AFTER THAT. A MORE SLOWLY GROWING LABOUR FORCE COMBINED WITH INDUSTRIAL RESTRUCTURING MAKE CANADA'S LABOUR MARKET POLICIES MUCH MORE CRITICAL IN THE EIGHTIES THAN THEY HAVE BEEN AT ANY TIME IN THE PAST WITH THE POSSIBLE EXCEPTION OF THE WAR YEARS.

NOT ONLY IS GROWTH MUCH SLOWER, BUT THE COMPOSITION OF THAT GROWTH IS VERY DIFFERENT. FROM THE POINT OF VIEW OF THE HUMAN RESOURCE MANAGER THE TYPICAL INDIVIDUAL CASE STUDY IS NOT GOING TO BE THE BRIGHT-EYED, BUSHY-TAILED 19 YEAR OLD LOOKING FOR THAT FIRST JOB. IN FACT, OVER THE FIRST HALF OF THE DECADE THE NUMBER OF YOUTHS IN THE LABOUR FORCE WILL ACTUALLY DECLINE BY ABOUT THREE PER CENT THUS HAVING A NEGATIVE EFFECT ON OVERALL GROWTH.

ANOTHER CHARACTERISTIC OF THIS NEW LABOUR FORCE IS THAT TO A MUCH GREATER DEGREE THAN TODAY IT WILL BE FEMALE. AND THIS WILL HAPPEN NOT BECAUSE

ARCHIE BUNKER PASSES AWAY IN THIS PERIOD, BUT BECAUSE IT HAS TO HAPPEN. UNLESS WOMEN CONTINUE TO INCREASE THEIR PARTICIPATION IN THE LABOUR FORCE - UNLESS WE REMOVE THE REMAINING OBSTACLES - PERSONNEL MANAGERS AND BUSINESS IN GENERAL ACROSS CANADA WILL FIND THEMSELVES IN VERY SERIOUS DIFFICULTIES. IN THIS DECADE 65 PER CENT (AND SOME PEOPLE THINK THIS ESTIMATE IS CONSERVATIVE) 65 PER CENT OF THE INCREASE IN THE LABOUR FORCE WILL BE ACCOUNTED FOR BY WOMEN.

ANOTHER BASIC CHANGE WILL BE IN THE PATTERN OF EMPLOYMENT. OVER THE PAST DECADE THE REALLY VIGOROUS GROWTH HAS BEEN IN THE SERVICE SECTORS - HEALTH CARE AND EDUCATION IN PARTICULAR. IN THE EIGHTIES THIS IS VERY DEFINITELY GOING TO CHANGE. WE ARE LIKELY TO SEE FASTER GROWTH IN THE GOODS - PRODUCING SECTORS, PARTICULARLY IN MANUFACTURING AND NON-RESIDENTIAL CONSTRUCTION. IN A NEW ENERGY ENVIRONMENT, WITH NEW TECHNOLOGICAL FORCES AND INTERNATIONAL TRADE FACTORS TO CONTEND WITH, WE WILL LIKELY SEE A SHIFT TO MORE SKILL INTENSIVE, HIGH TECHNOLOGY OCCUPATIONS. FROM THE JOB HUNTERS' POINT OF VIEW, THE EIGHTIES COULD WELL BE A GOLDEN AGE. NOT FOR UNIVERSITY GRADUATES AS MUCH AS BEFORE, NOT FOR PEOPLE WITH LOW SKILLS OR NO SKILLS BUT A PERIOD OF GREAT OPPORTUNITY FOR THE HIGHLY SKILLED, FOR TRADESPEOPLE AND TECHNICIANS IN MOST FIELDS.

FINALLY, IN THIS PARTIAL SKETCHING OF A VERY COMPLICATED AND SHIFTING LANDSCAPE WE ARE GOING TO HAVE TO DEAL WITH CHANGE IN THE LOCATION OF ECONOMIC ACTIVITY BETWEEN REGIONS AND EVEN WITHIN REGIONS. ECONOMIC POWER IS SHIFTING IN CANADA. THE CENTRE OF GRAVITY IS MOVING VERY SUBSTANTIALLY FROM THE CENTRE - MOST DRAMATICALLY TO THE WESTERN PROVINCES; MORE GRADUALLY BUT JUST AS INEXORABLY TO THE EASTERN PROVINCES.

THIS, OF COURSE ISN'T ECONOMIC SOOTHSAYING - THE MOVEMENT HAS ALREADY BEGUN. ITS MAIN DRIVING FORCE, OBVIOUSLY IS THE MAGNIFIED IMPORTANCE OF ENERGY SUPPLY IN THE ECONOMIC SCHEME OF THINGS. THAT, COMBINED WITH THE PREDOMINANCE OF ALBERTA (AND FURTHER DOWN THE ROAD, NEWFOUNDLAND) AS A SOURCE OF ENERGY. ALREADY WE HAVE SEEN LONG-ESTABLISHED DEMOGRAPHIC TRENDS REVERSED WITH LABOUR MOVEMENT OUT OF ONTARIO OUTSTRIPPING MOVEMENT IN.

THE WORD "REVOLUTION" IS OVERUSED THESE DAYS, AND I HESITATE TO USE IT HERE. BUT IN THIS CASE IT FITS. THESE CHANGES - DECLINING LABOUR FORCE GROWTH, INCREASED PARTICIPATION OF WOMEN, OCCUPATIONAL AND REGION SHIFTS IN JOB OPPORTUNITIES, SKILL SHORTAGES - TOGETHER REPRESENT A RADICAL DEPARTURE FROM THE STATUS QUO WHICH WE HAVE LIVED WITH AND ADAPTED TO IN THE PAST. TOGETHER THEY DEMAND NOT ONLY INDIVIDUAL REACTIONS BY GOVERNMENT OR BY ONE INDUSTRIAL SECTOR OR ANOTHER, BUT A COORDINATED RESPONSE BY ALL SECTORS.

FORTUNATELY, AT THE START OF THE NEW DECADE, A NUMBER OF EVENTS HAVE COME TOGETHER TO MAKE CHANGE POSSIBLE. YOU ARE NO DOUBT AWARE OF THE MAJOR LABOUR FORCE REVIEWS NOW BEING CONDUCTED AT THE FEDERAL LEVEL. WARREN ALLMAND'S PARLIAMENTARY TASK FORCE IS TACKLING THE SKILL SHORTAGE PROBLEM HEAD ON. IN MY DEPARTMENT SOME VERY TALENTED PEOPLE ARE WORKING ON REVIEWS OF LABOUR MARKET DEVELOPMENT OPPORTUNITIES IN THE EIGHTIES AND ON OUR SYSTEM OF UNEMPLOYMENT INSURANCE. I CAN ASSURE YOU THAT THESE STUDIES ARE NOT DESTINED TO COLLECT DUST ON ANYONE'S SHELF.

WE ARE IN A POSITION TO DO SOMETHING WITH THESE REPORTS AND WITH THE COMMENTS AND SUGGESTIONS THEY ELICIT. PARTLY THIS IS BECAUSE THERE IS WIDESPREAD DEMAND THAT SOMETHING BE DONE - FROM LEADERS IN EXPANDING INDUSTRIES

AND REGIONS, AS WELL AS FROM LEADERS IN DECLINING INDUSTRIES AND REGIONS. AND PARTLY THIS IS BECAUSE THE TIME IS RIPE IN TERMS OF THE MAJOR LEGISLATIVE AND PROGRAM INSTRUMENTS.

FEDERAL-PROVINCIAL TRAINING AGREEMENTS SIGNED UNDER THE AUTHORITY OF THE ADULT OCCUPATIONAL TRAINING ACT WERE DUE TO EXPIRE AT THE END OF MARCH 1981. I HAVE ASKED FOR A ONE YEAR EXTENSION OF THE CURRENT AGREEMENTS SO THAT THEY CAN BE RENEGOTIATED IN LINE WITH THE NEW IDEAS DEVELOPED OVER THE NEXT FEW MONTHS. OTHER MAJOR PIECES OF FEDERAL-PROVINCIAL MACHINERY SUCH AS THE ESTABLISHED PROGRAM FINANCING AGREEMENTS ARE ALSO COMING UP FOR REVIEW. PROVIDING ADDITIONAL NEGOTIATING ROOM IN THE FIELD OF SKILLS TRAINING. IN SHORT, WE ARE LOOKING AT ABOUT AN 18 MONTH WINDOW WITHIN WHICH WE WILL BE ABLE TO MAKE SOME FUNDAMENTAL CHANGES.

PERHAPS OUR MOST BASIC POLICY OBJECTIVE IN THIS TIME OF CHANGE IS TO SEE THE SHARING OF RESPONSIBILITY BECOME SOMETHING MORE THAN A NOBLE ASPIRATION AND GRADUATE INTO THE REALM OF PRACTICAL ACHIEVEMENT. AS I SEE IT, THE LUXURY OF ISOLATION BETWEEN GOVERNMENT AND INDUSTRY AND LABOUR, IS SOMETHING WE CANNOT AFFORD ANY MORE. THE PROBLEMS ARE TOO COMPLICATED TO BE SOLVED BY GOVERNMENT DECREES FROM OTTAWA OR THE PROVINCIAL CAPITALS, OR BY UNILATERAL PRIVATE ACTION. IF THIS WORK DOES NOT GET DONE COOPERATIVELY IT WILL NOT GET DONE AT ALL. IN ORDER TO GET THIS KIND OF UNITED EFFORT WE ARE GOING TO HAVE TO HAVE CLOSER, MORE SYSTEMATIC CONSULTATION. WE HAVEN'T HAD THAT IN THE PAST. IN THE PAST, GOVERNMENT - AND THAT INCLUDES THE FEDERAL GOVERNMENT - HAS TENDED TO INTRODUCE ITS OWN PROGRAMS WITH VERY LITTLE PRELIMINARY CONSULTATION WITH INDUSTRY. IN THE OLD, RELATIVELY STATIC SITUATION - IN THE WORLD WHERE MASS PRESCRIPTIONS WORKED OUT YEARS IN ADVANCE HAD A CHANCE OF WORKING -- WE COULD GET AWAY WITH

THIS KIND OF APPROACH. WE CANNOT IN THE FUTURE. BUT HAVING SAID THAT WE ARE STILL IN THE WORLD OF TRUISMS. COMMITMENTS TO COOPERATION ARE LIKE GOOD INTENTIONS - THEY LINE THE ROAD TO VERY PAINFUL CIRCUMSTANCES. WE WON'T BE OFF THAT ROAD UNTIL WE HAVE ACTUALLY SET UP MACHINERY FOR CONSULTATION. WE RECOGNIZE THAT NEED. WE ARE COMMITTED TO MEETING IT AS MATTER OF BASIC POLICY.

BEFORE I TURN TO SOME OF THE THINGS THAT THE FEDERAL GOVERNMENT IS CONSIDERING TO COPE WITH THE CHALLENGES WE SEE COMING I WANT TO TELL YOU HOW WE SEE OUR SOCIAL PRIORITIES IN THIS UNFOLDING SITUATION.

A FUNDAMENTAL PILLAR OF OUR EMPLOYMENT POLICY IS TO BRING THE DISADVANTAGED INTO THE COMMUNITY OF EMPLOYMENT OPPORTUNITIES. THAT TERM "DISADVANTAGED" MEANS PEOPLE WHO, BECAUSE OF ARTIFICIAL SOCIAL BARRIERS, RANGING FROM ADMINISTRATIVE HANGUPS TO DOWNRIGHT DISCRIMINATION, ARE PREVENTED FROM REALIZING THEIR FULL POTENTIAL IN THE LABOUR MARKET. THIS GROUP INCLUDE WOMEN, WHO MAKE UP 51 PER CENT OF THE POPULATION AND 39 PER CENT OF THE LABOUR FORCE. IT INCLUDES NATIVE PEOPLE WHOSE NUMBERS ARE GROWING QUICKLY IN RELATION TO THE TOTAL WORK FORCE. IT INCLUDES THE HANDICAPPED.

TO A QUITE SURPRISING DEGREE, WHEN WE TALK ABOUT CANADA'S UNEMPLOYMENT SITUATION, WE ARE TALKING ABOUT THESE PEOPLE. THE UNEMPLOYMENT RATE FOR WHAT YOU MIGHT CALL A TRADITIONAL WORKER - WHITE, MALE, WITHOUT DISABILITIES - IS ABOUT 4.5 PER CENT. THE UNEMPLOYMENT RATE AMONG WOMEN IS CLOSE TO 9 PER CENT. THE UNEMPLOYMENT RATE AMONG NATIVE PEOPLE RANGES FROM 20 TO 90 PER CENT DEPENDING ON THE COMMUNITY. AMONG HANDICAPPED PEOPLE THE RATE IS ABOUT 80 PER CENT.

OUR COMMITMENT IS TO BREAK THE BACK OF THIS PROBLEM - TO BRING THESE PEOPLE INTO THE ECONOMIC MAINSTREAM. THIS WAS THE PROMISE MADE IN THE APRIL THRONE SPEECH, THAT THE PRESENT GOVERNMENT WOULD CONCENTRATE ITS SCARCE RESOURCES ON THOSE MOST IN NEED OF THOSE RESOURCES.

YOU CAN EXPECT TO SEE THIS COMMITMENT REFLECTED IN THE WAY FEDERAL PROGRAMS ARE DESIGNED IN THE FUTURE. YOU CAN EXPECT TO SEE IT REFLECTED IN FUNDING. WE SEE THIS KIND OF PROGRESS NOT ONLY AS A MORAL OBLIGATION BUT AS AN ECONOMIC NECESSITY. WOMEN WILL MAKE UP AN INCREASING PROPORTION OF CANADA'S TOTAL LABOUR FORCE. IF THE ECONOMY IS TO FUNCTION SMOOTHLY, THE LABOUR MARKET IS TO FUNCTION WITHOUT BOTTLENECKS, IF WOMEN ARE TO ENJOY EQUAL PAY AND JOB SECURITY WE ARE GOING TO HAVE TO INTEGRATE THESE CANADIANS OUT OF THEIR OCCUPATIONAL GHETTOS INTO A WIDER WORKING WORLD, AND THAT INCLUDES MANY INDUSTRIES AND JOBS WHERE WOMEN HAVE NOT BEEN SEEN BEFORE.

THERE IS NOTHING TO BE GAINED BY KIDDING OURSELVES THAT THIS PARTICULAR READJUSTMENT IS GOING TO BE EASY OR FREE OF CHARGE. BECAUSE OF THE YEARS OF STEREOTYPING AND DISCRIMINATION, A DISPROPORTIONATELY LARGE SHARE OF THE FEMALE WORKING FORCE IS NOT TRAINED IN THE AREAS THAT MAKE FOR UPWARD MOBILITY. EVEN WHERE THEY ARE TRAINED THEY VERY OFTEN FACE ENTRENCHED OBSTACLES ON THE JOB ITSELF. WE HAVE DONE SOME STUDIES ON THIS AND WE HAVE FOUND THAT FOR THE MOST PART, NO ONE HAS WORKED ACTIVELY TO PUT THESE BARRIERS IN PLACE. WHAT WE ARE FACED WITH IN MOST CASES ARE SIMPLY OBSOLETE ARRANGEMENTS AND PROCEDURES, ARTIFACTS OF THE AGE WHEN WOMEN'S PARTICIPATION WAS NOT A FACTOR MALE DOMINATED BUSINESS OR MALE DOMINATED POLITICS HAD TO WORRY ABOUT. OBSTACLES, FOR INSTANCE, IN HIRING AND PROMOTION REQUIREMENTS THAT ADD UP IN REALITY TO

DE FACTO DISCRIMINATION. SO THAT IS PART OF THE JOB -- TRADITIONAL PRACTICES AND PROCEDURES HAVE TO BE CHANGED. TO USE THE JARGON OF THE EMPLOYMENT PROFESSIONALS WE ARE GOING TO HAVE TO WORK "SYSTEMIC" DISCRIMINATION OUT OF THE CANADIAN WAY OF LIFE -- RESET THE DIALS TO CREATE A CLIMATE WHERE WOMEN, NATIVE PEOPLE, THE HANDICAPPED AND OTHER DISADVANTAGED GROUPS CAN MOVE NATURALLY AND WITHOUT ARTIFICIAL HINDRANCE INTO REWARDING CAREERS. THIS IS WHAT AFFIRMATIVE ACTION PRINCIPLES ARE DESIGNED TO ACHIEVE.

AS I SAID, CHANGE DOES NOT NECESSARILY COME CHEAP. WE CAN EXPECT TO PAY A SHORT-TERM PRICE AS WE MAKE THIS TRANSITION MONETARY AND PERHAPS IN TERMS OF PRODUCTIVITY ALTHOUGH I WOULD REMIND PEOPLE THAT WOMEN AS A GROUP ARE MORE HIGHLY EDUCATED THAN MEN. BUT IF YOU KEEP YOUR EYE ON THE LONG-TERM GAINS, THE CASE FOR PAYING THIS BILL IS OVERWHELMING. BY THE MID-80's WE WILL BE SEEING REAL LABOUR SHORTAGES IN JOBS TRADITIONALLY DONE BY MEN - AREAS IN WHICH EXACTLY THIS KIND OF OBSTACLE REMOVAL HAS TO TAKE PLACE. SPECIFICALLY I COULD SINGLE OUT THE FISHERIES, CONSTRUCTION AND MINING SECTORS; BUT OF COURSE THERE ARE MANY OTHERS.

IN THE FEDERAL GOVERNMENT WE HAVE TAKEN SOME STEPS TO STIMULATE EMPLOYMENT OF WOMEN IN JOBS TRADITIONALLY RESERVED FOR MEN. WE SUBSIDIZE 75 PER CENT OF THE COST OF JOB TRAINING FOR WOMEN IN SOME OF THESE LINES OF WORK. WE HAVE MADE SOME PROGRESS IN ASSERTING THE PRINCIPLE OF AFFIRMATIVE ACTION IN THE PUBLIC SERVICE AND IN SEVERAL FEDERAL JOB CREATION PROGRAMS BY RESETTING THE DIALS TO ENCOURAGE THE HIRING OF A GREATER PROPORTION OF WOMEN. WE ARE ALSO LOOKING AT THE POSSIBILIITY OF MAKING THE ADOPTION OF AFFIRMATIVE ACTION PRINCIPLES A CONDITION FOR LARGE CONTRACTORS WHO WANT TO DO BUSINESS WITH THE GOVERNMENT OF CANADA. AND THESE, LET ME SAY AGAIN, ARE ALL

ACTIONS WHICH MAKE FOR MORE EFFICIENT USE OF HUMAN RESOURCES - THE IDEA IS TO ENABLE THESE PEOPLE TO MAKE AN IMPORTANT CONTRIBUTION THEY ARE NOT ALLOWED TO MAKE TODAY.

I WANT TO TURN NOW TO SOME OF THE BASIC REQUIREMENTS FOR NEW LABOUR FORCE AND INDUSTRIAL ADJUSTMENT PROGRAMS IN THE EIGHTIES.

A MAJOR ELEMENT OF NEW POLICIES WILL BE TO ACHIEVE THE LABOUR FORCE MOBILITY DEMANDED BY THE EMERGING SITUATION. IN THE EIGHTIES LABOUR REQUIREMENTS WILL MOVE AROUND AS INDUSTRIAL ACTIVITY LIGHTS UP, FIRST IN ONE REGION AND SECTOR, THEN IN THE OTHER. WE WILL NEED TO THINK LESS IN TERMS OF STANDING LABOUR ARMIES, MORE IN TERMS OF WHAT THE MILITARY CALLS RAPID DEPLOYMENT OF FORCES. THE TASK WILL NOT SIMPLY BE THE TRAINING OF ENOUGH PEOPLE BUT GETTING THESE PEOPLE TO WHERE THE JOBS ARE, EFFICIENTLY, WITH MINIMUM SOCIAL DISRUPTION AND ON SCHEDULE. FORTUNATELY THIS IS ONE NEED WHERE CULTURE AND HISTORY ARE ON OUR SIDE.

POSSIBLY BECAUSE OF OUR IMMIGRANT BACKGROUNDS, CANADIANS ARE DISPOSED TO GO WHERE THE OPPORTUNITY IS. ABOUT 4.4 MILLION WORKERS CHANGE THEIR JOBS, LEAVE OR ENTER THE LABOUR FORCE SOMETIME DURING EACH YEAR. ON THE OTHER HAND, SOME OF THESE MOVEMENTS MAY BE SOCIALLY DISRUPTIVE. IT IS NOT EASY, OR PERHAPS EVEN DESIRABLE, FOR GOVERNMENT TO GENERATE SOLUTIONS IN THIS FIELD WHERE ECONOMIC FORCES MAY ARGUE FOR PEOPLE TO MOVE, AND POLITICAL FORCES MAY ARGUE FOR THEM TO STAY.

IN ANY CASE, MOBILITY OF THE LABOUR FORCE WILL DEPEND TO A LARGE EXTENT ON THE POLITICAL AND CONSTITUTIONAL SITUATION IN THIS COUNTRY. RIGHT

NOW IT CERTAINLY IS NOT BUILT IN AS A RELIABLE ASPECT OF OUR ARRANGEMENTS. IN QUEBEC, FOR EXAMPLE, WE SEE A PROVINCIAL GOVERNMENT DENYING THE RIGHT OF CANADIAN WORKERS FROM ONTARIO TO CROSS THE LINE IN SEARCH OF EMPLOYMENT. IN NEWFOUNDLAND THE PROVINCIAL GOVERNMENT REGULATES TO DENY CANADIANS WHO ARE NOT NEWFOUNDLANDERS (BUT WHO POSSIBLY MIGHT BE THE DESCENDANTS OF NEWFOUNDLANDERS WHO MOVED AWAY IN MORE DIFFICULT TIMES) TO WORK ON THAT PROVINCE'S OFFSHORE DEVELOPMENT FRONTIER.

THE OTHER BASIC NEED IS TO MAKE SURE THAT THE MEASURES WE TAKE TODAY RESULT IN THE KIND OF LABOUR FORCE WE NEED IN THE NEAR FUTURE.

IN THE PAST CANADIAN INDUSTRY MET ITS NEEDS FOR SKILLED LABOUR IN A BEAUTIFULLY SIMPLE AND CAREFREE WAY. IT LET SOMEONE ELSE TRAIN THEM. IT DIPPED INTO THE WORLD POOL OF SURPLUS LABOUR AND CAME UP WITH HIGHLY SKILLED IMMIGRANTS, WILLING AND EAGER TO MAKE THEIR FUTURE IN THIS COUNTRY.

OUR IMMIGRATION POSTS ABROAD TELL US THIS SOURCE IS BECOMING LESS AND LESS RELIABLE. SKILLED TRADESPEOPLE ARE IN SHORTER SUPPLY THAN BEFORE. FURTHERMORE THEY HAVE A WIDER CHOICE OF COUNTRIES, CLOSER TO HOME, WITH ATTRACTIVE OPPORTUNITIES, THAN THEY DID IN THE PAST. EVEN IF THE IMMIGRANT FIX WERE STILL AVAILABLE, WE WOULD STILL HAVE TO CONSIDER THE PROBLEMS IT WOULD CREATE, WITH MANY OF OUR OWN PEOPLE OUT OF WORK. THE BOTTOM LINE, IN ANY CASE, IS THAT CANADIAN INDUSTRY CANNOT COUNT ON IMMIGRATION TO ANSWER ALL ITS FUTURE NEEDS. IN THE 80s YOU WON'T BE ABLE TO IMPORT THEM, YOU ARE GOING TO HAVE TO TRAIN THEM.

ON THE GOVERNMENT SIDE, WE CERTAINLY HAVE TO SHED SOME OF THE BAGGAGE WE HAVE BEEN CARTING AROUND FROM THE RECENT PAST. THE FEDERAL TRAINING AND EMPLOYMENT PROGRAMS WE CONDUCT TODAY WERE CONCEIVED IN THE SIXTIES AND SEVENTIES AND THEY WORKED WELL FOR US THEN. BUT WE CANNOT FIGHT TOMORROW'S BATTLES WITH YESTERDAY'S WEAPONS.

FOR ONE THING WE ARE FINDING THAT UNIVERSAL ALL-CANADA APPROACHES DON'T WORK AS WELL ANY MORE. INCREASINGLY, THERE IS NOT A MONOLITHIC SOMETHING-OR-OTHER CALLED THE CANADIAN JOB MARKET, A MODEL VALID COAST TO COAST. THERE IS A COMPLEX OF DIFFERENT NEEDS AND OPPORTUNITIES BETWEEN REGIONS AND INDUSTRIES. WE WILL HAVE TO TRAIN PEOPLE FOR SPECIFIC SECTORS - DEFINING OUR OBJECTIVES MORE PRECISELY: TRAINING FOR FORESTRY, TRAINING FOR FISHERIES, TRAINING FOR ELECTRONICS AND SO ON. AT THE SAME TIME BECAUSE OF THE DECLINING NUMBER OF YOUNG PEOPLE COMING INTO THE LABOUR FORCE, OUR TRAINING PROGRAMS WILL HAVE TO ZERO IN ON THIS PROBLEM OF JOB CHANGE AND LABOUR MARKET MANOEUVERABILITY. AT ALL STAGES, BASIC TRAINING, RETRAINING, UPGRADING TRAINING, WE WILL OBVIOUSLY NEED TO EQUIP PEOPLE WITH MORE GENERIC, MORE TRANSFERABLE SKILLS.

AND WE HAVE IN FACT SEEN SOME ENCOURAGING PROGRESS ALREADY. A NUMBER OF INDUSTRY ASSOCIATIONS HAVE COME FORWARD WITH TRAINING PROGRAMS THAT LOOK PROMISING. IN MY HOME PROVINCE OF MANITOBA, THE FASHION INDUSTRY IN WINNIPEG HAS WORKED OUT AN AGREEMENT WITH MY DEPARTMENT WHICH WILL LEAD TO JOINT TRAINING ACTION IN THAT FIELD.

THAT IS ONE DEMONSTRATION OF FLEXIBILITY. ANOTHER HAS TO DO WITH LESS TANGIBLE ASPECTS OF THE PROBLEM - SPECIFICALLY THE SYSTEMS WE HAVE SET UP TO

PERCEIVE FUTURE NEEDS AND TO DEAL WITH THEM. THE SAD FACT IS THAT MANY OF OUR ARRANGEMENTS REFLECT NOSTALGIA RATHER THAN REALITY. WE ARE SET UP TO DEAL WITH A CANADIAN LABOUR SITUATION THAT IS FAST FADING INTO HISTORY, A NICE PREDICTABLE MARKET THAT YOU COULD LOOK AT ONE YEAR, LEAVE AND COME BACK TO FIVE YEARS LATER AND FIND THAT NOTHING MUCH HAD CHANGED. LET ME GIVE YOU ONE EXAMPLE. THE ADULT OCCUPATIONAL TRAINING ACT IS THE LEGAL BASIS FOR COOPERATIVE WORK WE DO IN JOB TRAINING WITH THE PROVINCES. THE PRESENT AGREEMENTS ARE FOR THREE YEARS. TRAINING PLANS ARE DEVELOPED ANNUALLY AND ARE DESIGNED TO REFLECT THE ANTICIPATED TRAINING NEEDS WITHIN EACH PROVINCE. ALTHOUGH THESE PLANS ARE REVISED PERIODICALLY THROUGH EACH YEAR, THE PROCESS IS NOT SUFFICIENTLY RESPONSIVE IN A PERIOD OF RAPIDLY CHANGING NEEDS.

THE CHANGE I HAVE MENTIONED WILL REQUIRE, OF COURSE, THAT CANADIAN INDUSTRY TAKE A MUCH MORE ACTIVE PART IN TRAINING THAN IT HAS IN THE PAST. AS MATTERS STAND TODAY, WE UNDERSTAND VERY WELL THAT THIS IS NOT AN EASY ADJUSTMENT TO MAKE. TAKE FOR INSTANCE THE DILEMMA FACED BY THE PRESIDENT OF A STEEL COMPANY WHO WANTS TO MAKE A \$50 MILLION EXPANSION BUT CANNOT GO AHEAD BECAUSE HE DOES NOT KNOW WHERE TO FIND 100 ADDITIONAL FITTERS. TELLING THE PRESIDENT TO GO AHEAD AND TRAIN 100 PEOPLE DOES NOT HELP A BIT. WHAT GUARANTEE DOES HE HAVE THAT TWO WEEKS AFTER GRADUATION 50 OF THESE PEOPLE WON'T MOVE ACROSS TOWN TO ANOTHER MILL WHICH PAID NOTHING AT ALL FOR THE TRAINING? THESE ARE TOUGH QUESTIONS TO ANSWER - AND EVEN TOUGHER WHEN YOU ARE REPORTING TO STOCKHOLDERS AND PAYING THE BILLS.

IT IS WITH THESE PROBLEMS IN MIND THAT WE HAVE ASKED OUR TASK FORCE TO EXPLORE, AMONG OTHER POSSIBILITIES, THE IDEA OF A POOLED TRAINING EFFORT BY INDUSTRY. THE IDEA, WHICH IS STANDARD PRACTICE IN MANY INDUSTRIAL NATIONS, WOULD BE FOR THE FEDERAL GOVERNMENT TO CREATE, THROUGH TAX POLICY INITIATIVES, AN ENVIRONMENT IN WHICH INDUSTRY COULD SHARE THE BURDEN OF TRAINING FAIRLY. TO PUT IT SIMPLY AND BRIEFLY: SOME SORT OF PAYROLL TAX WOULD BE LEVIED ON COMPANIES WHICH DON'T TRAIN THE PEOPLE THEY NEED. AND A GRANT WOULD BE PAYABLE TO THOSE THAT DO.

THAT IS JUST ONE POSSIBILITY. WE HAVE TO LOOK AT MANY OTHERS. BECAUSE AS I HAVE SAID NO ONE METHOD OR SYSTEM WILL MATCH ALL CANADIAN NEEDS. UNIVERSAL REMEDIES ARE OBSOLETE. WE ARE PLANNING CERTAIN MEASURES TO HELP CANADIAN INDUSTRY ADJUST TO MANY OF THE CHANGES WE SEE COMING AND TO DO SO WITHOUT BREAKING STRIDE. WE ARE LOOKING FOR INSTANCE AT THE POSSIBILITY OF A MULTI-MILLION DOLLAR PROGRAM WHICH WOULD ENHANCE INDUSTRY'S ABILITY TO RESPOND TO TRAINING NEEDS AS THEY EMERGE. WE ARE CONSIDERING A PROGRAM WHICH WOULD PROVIDE A SORT OF SAFETY NET FOR APPRENTICE TRAINING WHICH, AS MATTERS STAND, IS ONE OF THE FIRST PROGRAMS TO GO OVERBOARD IN STORMY ECONOMIC WEATHER.

I WOULD LIKE TO USE THE FEW MINUTES REMAINING TO TALK ABOUT TWO KINDS OF CONTRIBUTION THAT THE CANADIAN BUSINESS COMMUNITY CAN MAKE -- ONE FAIRLY SPECIFIC, THE OTHER MORE GENERAL.

AS I HAVE SUGGESTED THE DISTINGUISHING CHARACTERISTIC OF CANADA IN THE 80's WILL BE ECONOMIC DIVERSITY. WE CAN EXPECT TO SEE LABOUR SURPLUSES IN ONE MARKET COEXISTING WITH LABOUR SHORTAGES IN ANOTHER - WE CAN EXPECT

SHIFTS IN THE CENTRES OF ECONOMIC ACTION. BY THEIR VERY NATURE MANY OF THESE IMBALANCES, MANY OF THE DETAILS OF THESE CHANGES, ARE UNPREDICTABLE. AMONG OTHER THINGS WE ARE SAYING GOODBYE TO CERTAINTY.

THIS, OF COURSE, DOES NOT DECREASE OUR NEED FOR PLANNING INFORMATION - IT MAKES IT MUCH MORE URGENT. PRESENT DATA SYSTEMS, WHERE STATISTICS CANADA SURVEYS WHOLE POPULATIONS AND A GREAT MANY INDUSTRIES PRODUCE, AT BEST, A LOOK IN THE REARVIEW MIRROR.

WE NEED TO SUPPLEMENT THIS WITH NEW SOURCES OF INTELLIGENCE GATHERING. WE NEED TO KNOW MORE ABOUT INDIVIDUAL COMPONENTS, INDIVIDUAL SUB-TOTALS, INDIVIDUAL INDUSTRIES. THE AIM OF OUR INFORMATION GATHERING MUST BE TO MAKE US MORE FLEXIBLE, MORE ABLE TO DEAL WITH THE UNPREDICTABLES. WE NEED MORE INTENSIVE DETAILED ANALYSIS OF THE NATURE OF TECHNOLOGICAL CHANGE AND WHAT THE IMPLICATIONS OF THAT CHANGE ARE FOR OUR FUTURE LABOUR NEEDS.

OVER THE PAST FEW MONTHS, IN A SURVEY MADE OF INDUSTRIES IN ALBERTA WE HAVE FOUND ENCOURAGING EVIDENCE THAT CANADIAN INDUSTRY IS AWARE OF THIS NEED, THAT REALLY INTENSIVE EFFORTS ARE BEING MADE TO GENERATE THIS KIND OF INFORMATION AND MAKE IT AVAILABLE.

THE INDUSTRIES WE LOOKED AT ARE OBVIOUSLY TAKING HUMAN RESOURCE MANAGEMENT VERY SERIOUSLY - IT IS A PRIORITY POLICY ISSUE FOR THEM. AND I SHOULD MENTION TOO THAT THE CONFERENCE BOARD ITSELF HAS SHOWN LEADERSHIP AND HAS MADE A VALUABLE CONTRIBUTION WITH ITS OWN WORK IN THIS FIELD.

I THINK AN EXCELLENT WAY TO BEGIN THE DEVELOPMENT OF A NEW LABOUR FORCE STRATEGY IS TO BEGIN MAKING THE NECESSARY INTELLECTUAL LINKAGES BETWEEN WHAT HAPPENS IN BUSINESS AND WHAT HAPPENS IN THE WIDER FIELD WE SOMETIMES THINK OF AS "SOCIAL" OR "POLITICAL". IT IS TIME FOR BUSINESS TO START THINKING THOUGHTS - BUSINESS THOUGHTS - ABOUT THE SOCIAL ISSUES; TIME TO START RECKONING THE FINANCIAL COSTS OF INEQUITY. TIME TO THINK CLEARLY AND COOLY ABOUT THE ECONOMIC REWARDS OF JUSTICE.

THE ISSUES WE DEBATE IN CANADA TODAY ARE NOT REALLY ITEMS IN SEPARATE COMPARTMENTS, SOME PURELY PUBLIC, SOME NARROWLY PRIVATE. THEY ARE CONNECTED AND IT IS TIME WE PUT THEM TOGETHER. OVER THE NEXT FEW MONTHS, EARLY IN THE CRITICAL EIGHTEEN MONTH PERIOD I HAVE ALREADY TALKED ABOUT, WE WILL ESTABLISH MECHANISMS TO ALLOW CONSULTATION ACROSS A FULL SPECTRUM OF LABOUR MARKET INTERESTS. WE WILL ATTEMPT TO ESTABLISH THE CONTINUING LINKAGES THAT PROVIDE FOR ONGOING CONSULTATION AT SENIOR LEVELS IN LABOUR, BUSINESS AND GOVERNMENT.

THE DEBATE ON FEDERAL-PROVINCIAL JURISDICTION IS AN EXAMPLE OF THE INTERCONNECTEDNESS OF "PUBLIC" AND "PRIVATE" ISSUES.

THIS ISN'T AN EXERCISE IN PURE POLITICAL SCIENCE. IT IS AN ARGUMENT ABOUT WHO GETS TO RUN THE SCHOOLYARD. IT IS A BUSINESS ISSUE TOO, INTIMATELY RELATED TO THE NEED TO MOUNT A UNIFIED COORDINATED MOBILIZATION OF CANADIAN LABOUR RESOURCES, INTIMATELY RELATED TO THE NEED TO COMPETE IN THE WORLD FULL OF VERY TOUGH COMPETITORS.

SIMILARLY, WHEN THE PEOPLE OF CANADA LISTEN TO THE DEBATE ABOUT THE NEED IN THIS COUNTRY FOR A CHARTER OF HUMAN RIGHTS AND FREEDOMS, WE HAVE A

RIGHT TO EXPECT A WIDER DISCUSSION. WE HAVE A RIGHT TO EXPECT CONTRIBUTIONS NOT ONLY FROM LIBERTERIANS OR SCHOLARS, OR THE REPRESENTATIVES OF THE DISADVANTAGED, OR CABINET MINISTERS, PROVINCIAL OR FEDERAL. WE ALSO HAVE A RIGHT TO EXPECT COMMENT FROM BUSINESSPEOPLE, FROM CAPTAINS OF INDUSTRY. WHO AFTER ALL HAS A BIGGER STAKE IN THE RATIONALIZATION OF OUR AFFAIRS SO THAT THE CANADIAN WORK FORCE CAN MOVE FREELY AND EFFICIENTLY ACROSS PROVINCIAL BOUNDARIES, FROM ONE END OF THE COUNTRY TO THE OTHER? THIS IS NOT SOMEONE ELSE'S INTEREST WE ARE TALKING ABOUT. IT IS YOURS.

WE HAVE BEEN TALKING ABOUT NATIONAL OPPORTUNITY, NATIONAL CHALLENGE. AS THAT PART OF THE CANADIAN BODY POLITIC RESPONSIBLE FOR ORCHESTRATING A NATIONAL EFFORT IN HUMAN RESOURCES, I WANT TO REAFFIRM THE DETERMINATION OF THE FEDERAL GOVERNMENT TO PLAY A LEADING ROLE IN THIS FIELD. THE RESPONSIBILITY FOR ACTION IS OURS AND WE INTEND TO FULFIL THAT RESPONSIBILITY.

BUT FOR THAT ACTION TO BE PRODUCTIVE, WE ARE GOING TO NEED THE ACTIVE PARTNERSHIP OF CANADIAN INDUSTRY, THINKING BIG AND THINKING NATIONALLY. THIS IS A TIME FOR WISE DECISIONS, A TIME WHEN THE OPPORTUNITIES ARE GREAT BUT THE TIME IS SHORT. LET US BEGIN THE JOB OF BUILDING NOW.



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Date
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NOTES FOR AN ADDRESS

BY THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION

AND

MINISTER OF STATE RESPONSIBLE FOR THE STATUS OF WOMEN

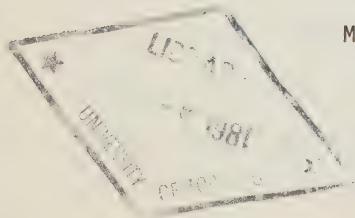
TO THE

NATIONAL CONFERENCE ON IMMIGRANT WOMEN

TORONTO, ONTARIO

8:45 a.m.

MARCH 21, 1981.



PLEASE CHECK AGAINST DELIVERY

Canada

I WELCOME THE OPPORTUNITY TO PARTICIPATE IN THIS SPECIAL WORKING CONFERENCE ON THE ISSUES CONFRONTING IMMIGRANT WOMEN IN CANADA. IT IS APPROPRIATE THAT THE 10TH ANNIVERSARY OF THE FEDERAL GOVERNMENT'S MULTICULTURALISM POLICY BE MARKED BY SUCH AN EVENT.

I EXPECT THAT THE RESULTS OF THIS CONFERENCE, REPRESENTING THE SPECIALIZED CONTRIBUTIONS OF A VARIETY OF INTERESTED PEOPLE, WILL BE VERY HELPFUL IN SHAPING POLICY AND PROGRAMS FOR THE FUTURE. AS MINISTER RESPONSIBLE FOR EMPLOYMENT AND IMMIGRATION AND THE STATUS OF WOMEN PORTFOLIOS, I HAVE BOTH A DIRECT INTEREST IN THE QUESTIONS BEING DISCUSSED AND THE MANDATE TO ACT UPON THE NEW IDEAS WHICH MAY BE GENERATED HERE.

MY OWN PERSPECTIVE ON THE ISSUE IS SHAPED BY A BASIC COMMITMENT TO IMPROVE THE SITUATION OF ALL WOMEN IN CANADIAN SOCIETY. THE PRESENT FEDERAL GOVERNMENT IS COMMITTED TO THE PURSUIT OF EQUALITY FOR WOMEN AND TO PURSUE PROGRESSIVE INITIATIVES IN RESPONSE TO THE NEEDS OF WOMEN. WE BELIEVE THAT A PERSON'S SEX SHOULD NEVER BE AN OBSTACLE TO OPPORTUNITY, ACHIEVEMENT, OR FULFILLMENT. ON THE CONSTITUTIONAL FRONT, ON THE EMPLOYMENT FRONT, IN THE AREA OF AFFIRMATIVE ACTION, AND IN OTHER AREAS, WE ARE ATTEMPTING, IN A PRACTICAL WAY, TO BRIDGE THE GULF BETWEEN WORDS AND DEEDS. AND, OF COURSE, THESE INITIATIVES FOR THE BENEFIT OF CANADIAN WOMEN GENERALLY WILL, AT THE SAME TIME, IMPROVE THE SITUATION OF IMMIGRANT WOMEN.

BUT IMMIGRANT WOMEN HAVE SPECIAL CONCERNS, AND NEED SPECIAL PROGRAMS. AS THE 1979 REPORT OF THE JOINT TASK FORCE ON IMMIGRANT WOMEN POINTED OUT, CANADIAN-BORN WOMEN MAY HAVE DIFFICULTY BALANCING THE OFTEN-CONFLICTING DEMANDS OF HOMEMAKING, MOTHERHOOD AND A PAYING JOB. MANY IMMIGRANT WOMEN MUST FACE THESE SAME PROBLEMS AND AT THE SAME TIME LEARN A NEW LANGUAGE AND ADJUST TO A DIFFERENT CULTURE.

I KNOW MOST OF YOU AT THIS CONFERENCE WILL BE FAMILIAR WITH THE WHOLE RANGE OF PROBLEMS FACED BY IMMIGRANT WOMEN AS THEY ADAPT TO CANADIAN SOCIETY. THE RELATIVELY STRONG PATRIARCHAL FAMILY STRUCTURES WHICH CAN CUT WOMEN OFF FROM THE LARGER SOCIETY; THE LONELINESS STEMMING FROM ISOLATION; LANGUAGE DIFFICULTIES; CHILD REARING AND SCHOOL RELATED PROBLEMS; UNDER-EMPLOYMENT AND VULNERABILITY IN THE LABOUR MARKET - ALL ARE PROBLEMS TOO OFTEN EXPERIENCED BY WOMEN WHO COME TO CANADA FROM OTHER LANDS.

THE QUESTION IS, WHAT CAN BE DONE TO HELP WOMEN WHO HAVE RECENTLY ARRIVED IN CANADA TO BECOME FULLY PARTICIPATING MEMBERS OF SOCIETY AS QUICKLY AS POSSIBLE?

IN THE TIME AVAILABLE TO ME THIS MORNING I WANT TO CONCENTRATE ON THE EMPLOYMENT AND SETTLEMENT PROBLEMS OF IMMIGRANT WOMEN AND DISCUSS SOME OF THE SPECIAL INITIATIVES WHICH HAVE BEEN, OR COULD BE, TAKEN TO FIND SOLUTIONS.

AT THE FEDERAL LEVEL RESPONSIBILITY FOR IMMIGRANT SETTLEMENT AND ADAPTATION IS SHARED BY THE EMPLOYMENT AND IMMIGRATION COMMISSION AND THE DEPARTMENT OF THE SECRETARY OF STATE. THE COMMISSION IS RESPONSIBLE FOR THE INTEGRATION OF IMMIGRANTS INTO THE LABOUR FORCE, WHILE THE SECRETARY OF STATE IS RESPONSIBLE FOR THEIR LONGER-TERM SOCIAL AND CULTURAL INTEGRATION. THIS DIVISION OF RESPONSIBILITIES WAS SET OUT IN 1974 AND DOES NOT FIT WELL WITH SOME OF THE REALITIES OF 1981.

MY OWN DEPARTMENT AND THAT OF THE SECRETARY OF STATE HAVE STARTED AN EXTENSIVE REVIEW WHICH WILL, OVER THE COMING MONTHS, RESULT IN SOME NEW DIRECTIONS IN SETTLEMENT POLICY. THE PROVINCES AND THE MAJOR NON-GOVERNMENTAL ORGANIZATIONS INTERESTED IN SETTLEMENT PROGRAMS WILL BE INVOLVED IN THIS REVIEW.

RECOGNIZING THE SHARED RESPONSIBILITY FOR IMMIGRANT SETTLEMENT AND ADAPTATION BETWEEN THE FEDERAL AND PROVINCIAL GOVERNMENTS, THE COMMISSION HAS SIGNED AGREEMENTS WITH SEVERAL PROVINCES; HOWEVER, SIMILAR AGREEMENTS HAVE NOT BEEN SIGNED WITH BRITISH COLUMBIA, ALBERTA, MANITOBA OR ONTARIO.

LANGUAGE PROGRAMS

IN THE ARRAY OF GOVERNMENT SERVICES AVAILABLE TO NEW IMMIGRANTS, NONE IS MORE IMPORTANT THAN LANGUAGE TRAINING. AS SHEILA ARNOPOULOS NOTED IN HER 1979 STUDY ON THE PROBLEMS OF IMMIGRANT WOMEN, DONE FOR THE CANADIAN ADVISORY COUNCIL ON THE STATUS OF WOMEN, THE LACK OF KNOWLEDGE OF ONE OF THE OFFICIAL LANGUAGES IS A SERIOUS OBSTACLE TO ENTRY AND ADVANCEMENT IN THE LABOUR MARKET.

THE INABILITY TO SPEAK ENGLISH OR FRENCH BRINGS WITH IT SOCIAL AND FAMILY PROBLEMS. AN IMMIGRANT WOMEN WITHOUT THIS ABILITY CANNOT TAKE PART IN HER CHILD'S ACTIVITIES AT SCHOOL OR IN EXTRA-CURRICULAR EVENTS. SHE MAY HAVE PROBLEMS COMMUNICATING WITH DOCTORS AND GOVERNMENT AGENCIES. SHE WILL ALSO BE FRUSTRATED WHEN SHE WANTS TO PARTICIPATE IN COMMUNITY LIFE IN HER LOCAL ENVIRONMENT - AT WORK AND IN THE STORES, STREETS AND PLAYGROUNDS. HER FEELINGS OF ISOLATION CAN DEVELOP INTO EMOTIONAL PROBLEMS. I AM SURE WE ALL RECOGNIZE THAT LANGUAGE TRAINING IS THE KEY TO SUCCESSFUL SETTLEMENT FOR MANY IMMIGRANT WOMEN.

AT PRESENT THE GOVERNMENT DOES NOT HAVE A COMPREHENSIVE FEDERAL POLICY ON LANGUAGE TRAINING FOR IMMIGRANT WOMEN. MY COMMISSION PROVIDES LANGUAGE TRAINING THROUGH PROVINCIAL INSTITUTIONS FOR THOSE IMMIGRANTS WHO WANT TO GO DIRECTLY INTO THE LABOUR MARKET. AND THE SECRETARY OF STATE DEPARTMENT PROVIDES LANGUAGE TRAINING AND COURSES THROUGH PROVINCIAL INSTITUTIONS TO PREPARE IMMIGRANTS FOR CANADIAN CITIZENSHIP. BUT NEITHER PROGRAM EXPLICITLY RECOGNIZES LANGUAGE TRAINING AS THE KEY FACTOR IN IMMIGRANT INTEGRATION.

IN FACT, WHEN THE GOVERNMENT'S LANGUAGE PROGRAMS ARE CLOSELY SCRUTINIZED, WE FIND THAT THE MOST ECONOMICALLY VULNERABLE IMMIGRANTS, NAMELY UNSKILLED IMMIGRANT WOMEN RECEIVE THE LEAST BENEFIT FROM THEM. IMMIGRANT WOMEN ARE IN A SERIOUS DILEMMA. THEY ARE ELIGIBLE FOR THE COMMISSION'S LANGUAGE TRAINING PROGRAM, PROVIDING THEY INTEND TO ENTER THE WORKFORCE AND THEIR LACK OF LANGUAGE SKILLS IS PREVENTING THEM FROM SECURING EMPLOYMENT IN THEIR USUAL OCCUPATION. HOWEVER, IF A WOMAN IS

UNSKILLED OR HAS LIMITED OCCUPATIONAL SKILLS OR QUALIFICATIONS, SHE WILL LIKELY NOT QUALIFY FOR LANGUAGE TRAINING BECAUSE HER ABILITY TO SPEAK ENGLISH OR FRENCH IS NOT THE REASON SHE CANNOT GET A JOB. GARMENT WORKERS, DISHWASHERS OR HOTEL MAIDS ARE OFTEN IN THIS SITUATION.

IF AN IMMIGRANT WOMAN DECIDES TO ACCEPT A JOB IN THIS TYPE OF EMPLOYMENT, SHE CAN ENROLL IN THE PART-TIME LANGUAGE TRAINING CLASSES PROVIDED BY THE SECRETARY OF STATE'S DEPARTMENT. BUT WORKING LONG HOURS, CARING FOR A FAMILY AND ATTENDING PART-TIME CLASSES OFTEN PROVES IMPOSSIBLE. IF SHE WISHES TO UPDATE HER OCCUPATIONAL SKILLS, SHE MAY NOT QUALIFY FOR VOCATIONAL TRAINING BECAUSE OF HER LACK OF FLUENCY IN ENGLISH OR FRENCH. FINALLY, AS IF ALL THIS WAS NOT ENOUGH, IF SHE DOES SUCCEED IN QUALIFYING FOR THE COMMISSION'S INTENSIVE LANGUAGE TRAINING, SHE WILL NOT RECEIVE A LIVING ALLOWANCE IF SHE IS A FAMILY CLASS IMMIGRANT OR A PRIVATELY-SPONSORED REFUGEE.

TO FILL THE GAPS AND REMOVE THE BARRIERS IN OUR PROGRAM CRITERIA, WE ARE NOW WORKING ON THE DEVELOPMENT OF A NEW INTEGRATED LANGUAGE TRAINING PROGRAM AVAILABLE TO ALL IMMIGRANTS ON DEMAND. THE MAIN OBJECTIVE WILL BE INTEGRATION INTO CANADIAN SOCIETY; LABOUR FORCE ATTACHMENT OR CITIZENSHIP CERTIFICATION WOULD BE ANCILLARY OBJECTIVES.

THE RESPONSIVENESS OF THIS INTEGRATED LANGUAGE TRAINING PROGRAM TO THE NEEDS OF IMMIGRANT WOMEN COULD BE ENSURED IN TWO WAYS.

FIRST, WE ARE EXAMINING THE USE OF FLEXIBLE DELIVERY SYSTEMS SUCH AS PUBLIC TELEVISION AND OUTREACH SERVICES AS WELL AS PART-TIME OR ON-THE-JOB COURSES. TYING TOGETHER CLASSES FOR PRE-SCHOOL CHILDREN AND MOTHERS,

AND ALL-FEMALE CLASSES WITH FEMALE INSTRUCTORS FOR CULTURAL GROUPS WHO ARE UNCOMFORTABLE IN CO-ED CLASSES, ARE ALSO BEING CONSIDERED.

SECOND, WE MUST LOOK AT FLEXIBLE CURRICULA TO FIT SPECIFIC CLIENT NEEDS, INCLUDING SPECIAL CLASSES TO GAIN BASIC LANGUAGE SKILLS AND MORE ADVANCED CLASSES FOR INDIVIDUALS WHO ALREADY HAVE SOME LANGUAGE ABILITY.

WE LOOK FORWARD TO YOUR VIEWS AS WE DEVELOP A NEW LANGUAGE TRAINING PROGRAM. AND, LET ME MAKE IT CLEAR THAT THIS IS ONE INITIATIVE THAT WE ARE DETERMINED TO TAKE.

ALTHOUGH LANGUAGE TRAINING IS A VITAL PROGRAM IN REDUCING THE DEPENDENCY OF IMMIGRANTS DURING THEIR FIRST YEARS IN CANADA, THERE ARE A NUMBER OF OTHER PROGRAMS THROUGH WHICH THE FEDERAL GOVERNMENT CAN PROVIDE ASSISTANCE FOR IMMIGRANT WOMEN.

OTHER EMPLOYMENT DEVELOPMENT PROGRAMS

THE IMMIGRANT SETTLEMENT AND ADAPTATION PROGRAM PROVIDES ASSISTANCE TO COMMUNITY ORGANIZATIONS SERVING IMMIGRANT WOMEN. FOR EXAMPLE, THE MULTICULTURAL ASSOCIATION OF THUNDER BAY HAS OUR SUPPORT IN HIRING STUDENTS TO COUNSEL IMMIGRANT WOMEN AND PROVIDE INFORMATION ON SERVICES AVAILABLE TO THEM. WE ARE ALSO FUNDING THE CENTRE D'INFORMATION ET DE RÉFÉRENCE POUR FEMMES IN MONTREAL TO PROVIDE IMMIGRANT WOMEN WITH SPECIALIZED COUNSELLING AND INFORMATION ON EMPLOYMENT AND OTHER SETTLEMENT NEEDS.

UNDER OUR INDOCHINESE REFUGEE SETTLEMENT GRANTS PROGRAM WE FUNDED THE INTERFAITH IMMIGRATION COMMITTEE IN BARRIE, ONTARIO, TO PROVIDE A VARIETY OF SERVICES INCLUDING A LANGUAGE PROGRAM FOR WOMEN FROM SOUTHEAST ASIA.

OUR OUTREACH PROGRAM, WHICH PROVIDES INTENSIVE COUNSELLING AND SUPPORT SERVICES IN CLOSE CO-OPERATION WITH COMMUNITY-BASED AGENCIES, ALSO CAN PROVIDE ASSISTANCE TO IMMIGRANT WOMEN. FOR INSTANCE, IN TORONTO THERE IS THE IMMIGRANT WOMEN'S JOB PLACEMENT CENTRE WHICH AIMS AT IMPROVING EMPLOYMENT PROSPECTS FOR IMMIGRANT WOMEN WHO HAVE EXPERIENCED DIFFICULTY ENTERING OR RE-ENTERING THE LABOUR MARKET.

HIGH PRIORITY HAS BEEN ASSIGNED TO OUTREACH PROJECTS SERVING WOMEN. THE INNOVATIVE WOMEN'S EMPLOYMENT PROJECT IN VANCOUVER IS PROVIDING COUNSELLING SERVICES TO IMMIGRANT WOMEN AND WE WOULD LIKE TO REPEAT THIS PROJECT IN OTHER MAJOR URBAN CENTRES. ANOTHER IDEA WE ARE LOOKING AT CAME UP THIS WEEK AT A MEETING I HAD WITH A GROUP FROM THE TORONTO BOARD OF EDUCATION. THEY MADE AN INTRIGUING PROPOSAL TO TRAIN IMMIGRANT WOMEN AS DAY CARE WORKERS IN INNER CITY SCHOOLS. INVOLVING MORE IMMIGRANT WOMEN IN THE DAY CARE FIELD WOULD BREAK DOWN BARRIERS OF ISOLATION AND PROVIDE ON-THE-JOB TRAINING LEADING TO CERTIFICATION. I HAVE ASKED OFFICIALS IN MY COMMISSION TO MEET WITH THE TORONTO BOARD OF EDUCATION GROUP TO SEE IF A PARTNERSHIP CAN BE BUILT HERE.

BEYOND THESE SPECIFIC PROJECTS, WE ARE NOW PUTTING TOGETHER A MORE SENSITIVE EMPLOYMENT STRATEGY FOR CANADIAN WOMEN. THIS WILL INCLUDE SPECIAL RECOGNITION OF THE PROBLEMS IMMIGRANT WOMEN FACE.

IMMIGRANT WOMEN, LIKE MANY CANADIAN-BORN WOMEN, ARE USUALLY EMPLOYED IN THE SO-CALLED TRADITIONAL OCCUPATIONS FOR WOMEN WITH RELATIVELY LOW WAGES AND OPPORTUNITIES FOR ADVANCEMENT. HOWEVER, WHEN COMPARED TO CANADIAN-BORN WOMEN IN DEAD-END JOBS, IMMIGRANT WOMEN PREDOMINATE IN THE LEAST REWARDING OCCUPATIONS. ADD TO THIS THE FACT THE IMMIGRANT WOMEN HAVE A RELATIVELY HIGH UNEMPLOYMENT RATE DUE TO LANGUAGE BARRIERS, LACK OF LABOUR MARKET INFORMATION AND DIFFICULTIES IN HAVING THEIR QUALIFICATIONS RECOGNIZED IN CANADA, AND WE SOON REALIZE THAT IMMIGRANT WOMEN ARE TRULY "DOUBLY DISADVANTAGED".

RECENT CHANGES TO IMPROVE THE SITUATION ON WOMEN WORKERS WILL ALSO ASSIST IMMIGRANT WOMEN. PROGRAMS SUCH AS THE ENRICHED WAGE SUBSIDY AVAILABLE TO EMPLOYERS TO TRAIN WOMEN IN NON-TRADITIONAL OCCUPATIONS WILL HELP. THE FEDERAL GOVERNMENT PAYS 75 PER CENT OF WAGE COSTS UNDER THIS PROGRAM WHICH SHOULD HELP INCREASE THE NUMBER OF WOMEN IN THE HIGHER-PAYING NON-TRADITIONAL OCCUPATIONS.

THE GOVERNMENT'S JOB CREATION PROGRAMS, NOW MANAGED ACCORDING TO AFFIRMATIVE ACTION PRINCIPLES, WILL ALSO HELP. TARGETTING OUR OUTREACH PROGRAMS ON THE "DOUBLY DISADVANTAGED" IS ANOTHER STEP IN THE RIGHT DIRECTION. MAJOR PROGRESS CAN BE MADE IN THE RENEGOTIATION OF THE FEDERAL-PROVINCIAL JOB TRAINING AGREEMENTS UNDER THE ADULT OCCUPATIONAL TRAINING ACT. WE WILL BE REWRITING THESE AGREEMENTS OVER THE COMING YEARS AND I WANT TO SEE THEM MORE REFLECTIVE AND MORE SUPPORTIVE OF WOMEN'S NEEDS. THE OUTLINE OF OTHER NEW INITIATIVES WILL EMERGE WHEN I RELEASE THE MAJOR TASK FORCE REPORTS ON LABOUR MARKET TRENDS AND UNEMPLOYMENT INSURANCE.

FOREIGN DOMESTICS

ANOTHER SENSITIVE WOMEN'S ISSUE DIRECTLY RELATED TO MY PORTFOLIO IS THE PROBLEMS FACED BY FOREIGN DOMESTICS IN CANADA. CONCERN HAS BEEN GROWING OVER THE LAST FEW YEARS ABOUT THE LOW WAGES, UNSATISFACTORY WORKING CONDITIONS AND VULNERABILITY TO EXPLOITATION AND SEXUAL HARASSMENT FACED BY THESE WORKERS.

IN THE PAST, THE GOVERNMENT HAS TAKEN STEPS TO REDRESS THESE PROBLEMS. IN THE EARLY SEVENTIES, FOR EXAMPLE, EMPLOYERS OF DOMESTICS COULD ESTABLISH SALARIES AND WORKING CONDITIONS WITHOUT GOVERNMENT INTERVENTION. TO REMOVE ABUSES UNDER THIS ARRANGEMENT, THE FEDERAL GOVERNMENT HAS MOVED ON TWO FRONTS. FIRST, WE NOW REQUEST EMPLOYERS TO AGREE TO CERTAIN CONDITIONS REGARDING WAGES AND WORKING CONDITIONS BEFORE AN EMPLOYMENT AUTHORIZATION WILL BE GRANTED. SECOND, THROUGH ACTIVE CONSULTATIONS WITH THE PROVINCES, WE ARE URGING THAT ADDITIONAL PROTECTION BE PROVIDED UNDER PROVINCIAL LABOUR LEGISLATION. FOUR PROVINCES - ONTARIO, QUEBEC, NEWFOUNDLAND AND PRINCE EDWARD ISLAND - HAVE NOW ESTABLISHED MINIMUM WAGES FOR LIVE-IN DOMESTICS.

THESE MEASURES ARE HELPING TO PREVENT EXPLOITATION OF FOREIGN DOMESTIC WORKERS. THOSE WHO HAVE COMPLAINTS OF EXPLOITATION, HARASSMENT, IMPROPER WAGES OR WORKING CONDITIONS, ARE ENCOURAGED TO REPORT TO THEIR NEAREST IMMIGRATION CENTRE FOR INFORMATION AND ADVICE.

THE REMEDIES TO THESE TYPES OF PROBLEMS MUST BE FOUND PRIMARILY THROUGH PROVINCIAL EMPLOYMENT STANDARDS LAWS OR PROVINCIAL HUMAN RIGHTS CODES. AS A FEDERAL MINISTER, I AM CONCERNED ABOUT THE PROBLEM OF INCONSISTENT PROTECTION FOR FOREIGN DOMESTIC WORKERS. I HAVE SPOKEN OUT IN THE PAST ON THE NECESSITY TO HARMONIZE HUMAN RIGHTS CODES ACROSS CANADA, AND WOULD MAKE THE SAME POINT ABOUT LABOUR CODES.

IN SUM, MUCH WORK REMAINS TO BE DONE ON BEHALF OF FOREIGN DOMESTICS. LAST SUMMER, I APPOINTED A TASK FORCE TO DO A COMPREHENSIVE REVIEW OF IMMIGRATION REGULATIONS AND PROCEDURES. AS PART OF THAT REVIEW I ASKED FOR A SPECIAL REPORT ON THE SITUATION OF FOREIGN DOMESTICS. A FIRST DRAFT OF THE REPORT, BY MARY EBERTS, HAS NOW BEEN COMPLETED AND I INTEND TO CIRCULATE IT WIDELY AS A DISCUSSION PAPER LEADING TO CHANGES IN OUR POLICY ON DOMESTIC WORKERS. IN THE MEANTIME, I INTEND TO ACT IMMEDIATELY ON A NUMBER OF PROBLEMS IDENTIFIED IN THE PAPER.

ONE PROBLEM OCCURS WHEN, FOR WHATEVER REASON, FOREIGN DOMESTICS LOSE THEIR JOBS. THE CURRENT INSTRUCTIONS SAY THAT WHEN A JOB IS TERMINATED DUE TO CIRCUMSTANCES BEYOND THE CONTROL OF THE FOREIGN DOMESTIC, IMMIGRATION OFFICIALS "WILL EXTEND SYMPATHETIC CONSIDERATION" IN FINDING ANOTHER JOB. FROM THE POINT OF VIEW OF MANY EXPERTS AND OF THE DOMESTICS THEMSELVES, THIS IS PRETTY VAGUE PROTECTION. I AM NOW DEVELOPING CHANGES IN THESE INSTRUCTIONS TO ENSURE A CLEAR GUARANTEE OF TIME TO FIND ANOTHER JOB IN CASES WHERE THE ORIGINAL JOB ENDS BECAUSE OF PROBLEMS WITH WAGES, WORKING CONDITIONS OR FOR OTHER SUCH REASONS.

ANOTHER PROBLEM DISCUSSED IN THE EBERTS' REPORT IS THAT FOR A PERSON APPLYING AS AN INDEPENDENT IMMIGRANT IT IS VIRTUALLY IMPOSSIBLE TO GAIN LANDED STATUS ON THE BASIS OF EMPLOYMENT AS A DOMESTIC. THE POINT SYSTEM IS THE OBSTACLE.

DOMESTIC WORK ENCOMPASSES A WIDE ASSORTMENT OF DUTIES WITH A CORRESPONDING ARRAY OF SKILL REQUIREMENTS. SOME DOMESTIC RESPONSIBILITIES SUCH AS CHILD REARING AND THE MANAGEMENT OF A HOUSEHOLD REQUIRE PROFESSIONAL SKILLS WHICH ARE ONLY NOW BECOMING RECOGNIZED AND RESPECTED IN OUR SOCIETY. INDIVIDUALS WITH SUCH SKILLS ARE PEOPLE WHO CAN MAKE A POSITIVE AND ENDURING CONTRIBUTION TO CANADA. I HAVE THEREFORE ASKED MY OFFICIALS TO LOOK AT WAYS OF ENCOURAGING DOMESTIC WORKERS TO COME TO CANADA AS LANDED IMMIGRANTS RATHER THAN TRANSIENT WORKERS.

OTHER MAJOR CHANGES, INCLUDING THE SITUATION OF DOMESTIC WORKERS WHO HAVE WORKED FOR A CONSIDERABLE TIME IN CANADA, WILL AWAIT A RESPONSE TO THE ARGUMENTS AND OPTIONS PUT FORWARD BY MS. EBERTS. BUT AGAIN, I WANT TO MAKE IT CLEAR THAT IT IS MY INTENTION TO RECTIFY PRESENT INEQUITIES.

REFUGEE WOMEN

FINALLY, I WANT TO TOUCH ON THE INTERNATIONAL DIMENSIONS OF THE PROBLEMS FACED BY WOMEN. THE WORLD REFUGEE POPULATION IS APPROXIMATELY 10 MILLION. AND THE MAJORITY OF REFUGEES ARE WOMEN WHO HAVE SUFFERED THE TRAGEDY OF DISRUPTED FAMILY LIFE. IN THE SOMALIA CAMPS, FOR EXAMPLE, ADULT WOMEN AND CHILDREN UNDER 15 MAKE UP 90 PER CENT OF THE REFUGEE POPULATION.

IN THE HOMELAND OF MANY OF TODAY'S REFUGEES, THE DIVISION OF ROLES BETWEEN MEN AND WOMEN IS STILL QUITE DISTINCT. WOMEN ARE ESSENTIALLY RESPONSIBLE FOR THE FAMILY. THEIR HOME IS THEIR LIFE. WITH THE DISRUPTION OF WAR OR FAMINE, WOMEN STILL HAVE TO PERFORM THE TASKS OF CHILD CARE, CLEANING, COOKING, FETCHING WATER AND FUEL. BUT NOW THESE TASKS ARE UNDERTAKEN IN UNFAMILIAR

SETTINGS WHERE RESOURCES ARE SCARCE, AND OFTEN WITHOUT THE SUPPORT OF THE EXTENDED FAMILY. THUS FAMILY WELFARE DEPENDS ALMOST ENTIRELY ON THE ABILITY OF WOMEN TO PERFORM THEIR DOMESTIC ROLES IN VERY DIFFICULT CIRCUMSTANCES. FAILURE, THROUGH SICKNESS, MALNOURISHMENT OR SHORTAGES, CAUSES SUFFERING, HARDSHIP AND ACUTE STRESS FOR WOMEN AND THEIR FAMILIES.

ALREADY VULNERABLE BECAUSE OF THESE FACTORS, REFUGEE WOMEN AND TEENAGE GIRLS BECOME ESPECIALLY VULNERABLE TO VARIOUS FORMS OF SEXUAL INTIMIDATION AND EXPLOITATION. THIS RISK IS PARTICULARLY MARKED IN SITUATIONS WHERE REFUGEE WOMEN ARE DEPENDENT ON OUTSIDE ASSISTANCE AND HAVE TO COMPETE WITH OTHERS FOR THE BENEFIT OF EXTERNAL AID.

THE RESOURCEFULNESS AND COURAGE SHOWN BY WOMEN REFUGEES IN THE MOST DESPARATE SITUATIONS SHOULD NOT BE OVERLOOKED. FAMILIES HEADED BY WOMEN HAVE SHOWN AN EXCEPTIONAL CAPACITY TO SURVIVE AS A UNIT. BECAUSE OF THIS, IT IS IMPORTANT THAT THE INTERNATIONAL COMMUNITY BE PARTICULARLY SUPPORTIVE OF REFUGEE WOMEN IN THEIR STRUGGLE TO ADJUST AND ESTABLISH THEMSELVES IN FAMILY UNITS AND IN THE LARGER SOCIETY.

TO HELP INDIVIDUAL CANADIANS TO PARTICIPATE DIRECTLY IN THIS INTERNATIONAL EFFORT, THE CANADIAN FOUNDATION FOR REFUGEES HAS HAD ITS MANDATE ENLARGED. IT WILL NOW BE ABLE TO MOBILIZE CANADIAN SUPPORT FOR REFUGEES LIVING OUTSIDE OF CANADA AS WELL AS FOR THOSE WHO RESETTLE IN THIS COUNTRY.

REMEDIES TO THE PROBLEMS OF REFUGEE WOMEN MUST BE FOUND PRIMARILY THROUGH THE WORKINGS OF INTERNATIONAL INSTITUTIONS. AT MEETINGS OF THE OECD AND THE UNITED NATIONS, CANADA HAS TAKEN THE LEAD IN DISCUSSIONS ON THIS WORLDWIDE PROBLEM, AND OUR SIGNING OF THE CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN LAST JULY IN COPENHAGEN TESTIFIES TO OUR SERIOUSNESS IN PROMOTING INTERNATIONAL ACTION.

I WOULD INVITE THIS MEETING TO CONSIDER ADDITIONAL MEASURES TO INVOLVE WOMEN'S GROUPS AND PRIVATE VOLUNTARY AGENCIES ACROSS CANADA IN THE WORLD REFUGEE PROBLEM.

CONCLUSIONS

THE DECADE 1975-85 IS THE UNITED NATIONS DECADE FOR WOMEN. THE CONFERENCE AT COPENHAGEN ACCEPTED A WORLD PROGRAM OF ACTION WHICH STATES THAT IMMIGRANT WOMEN SHOULD ENJOY THE SAME RIGHTS IN TERMS OF ACCESS TO EDUCATION, TRAINING, EMPLOYMENT, SUPPORT AND HEALTH SERVICES, AS THE NATIONAL POPULATION. MY GOVERNMENT IS DEEPLY COMMITTED TO THESE GOALS. WE RELY ON CONFERENCES SUCH AS YOURS, IN ADDITION TO RESEARCH STUDIES, TO KEEP BEFORE US BOTH OUR COMMITMENTS AND YOUR UNIQUE PERSPECTIVES OF THE PROBLEMS AND POSSIBLE SOLUTIONS.

SPEAKING FOR THE FEDERAL GOVERNMENT, I CAN TELL YOU THAT WE ACCEPT OUR RESPONSIBILITIES AND WILL RESPOND BY PERFORMING OUR POLICIES AND PROGRAMS. BUT WE CAN'T ACT ALONE. WE MUST WORK TOGETHER IN A CONSTRUCTIVE WAY TO BUILD A TRUE PARTNERSHIP.



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MINISTER OF EMPLOYMENT AND IMMIGRATION

AND

MINISTER RESPONSIBLE FOR THE STATUS OF WOMEN

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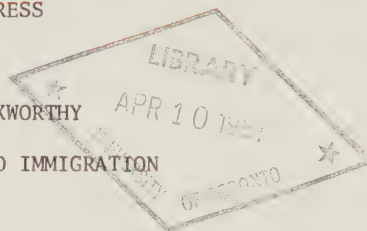
WOMEN'S BUREAU CONFERENCE

ON THE IMPACT OF

MICROELECTRONICS AND COMMUNICATIONS TECHNOLOGY

MARCH 30th, 1981

OTTAWA, ONTARIO



PLEASE CHECK AGAINST DELIVERY

SPEAKING NOT ONLY AS A CABINET MINISTER WITH SPECIAL RESPONSIBILITIES FOR EMPLOYMENT AND FOR THE STATUS OF WOMEN, BUT AS A CANADIAN WITH A STAKE IN THE FUTURE WELL-BEING OF THIS COUNTRY, I AM GLAD TO SEE THE WOMEN'S BUREAU FOCUSSED ON THE HUMAN IMPLICATIONS OF THE MICROELECTRONICS REVOLUTION. THIS CONFERENCE MARKS THE START OF SOME URGENTLY-NEEDED DISCUSSION OF CHANGES THAT WILL AFFECT THE LIVES OF EVERYONE IN THIS COUNTRY. IT IS NOT HAPPENING A DAY TOO SOON.

BEFORE DISCUSSING WHAT THESE CHANGES MEAN, THERE IS ONE FACT ABOUT THIS REVOLUTION WE SHOULD AGREE ON FROM THE OUTSET. IT IS NOT GOING TO STOP AND IT IS NOT GOING TO BE POSTPONED.

I AM SURE EVERYONE IN THIS ROOM HAS HEARD ALL THE DRAMATIC EXAMPLES -- COMPUTERS THAT USED TO FILL A ROOM CAN NOW BE HELD IN THE PALM OF YOUR HAND, PROCESSING SPEED MULTIPLIED BY A FACTOR OF THOUSANDS OR TENS OF THOUSANDS, AND SO ON. THE REAL POINT IS THAT WE ARE TALKING ABOUT SYSTEMS THAT DELIVER MASSIVE INCREASES IN PRODUCTIVITY -- SYSTEMS THAT OTHER NATIONS ARE INSTALLING, IN SOME CASES AT BREAKNECK SPEED. WE IN CANADA ARE GOING TO NEED THESE TOOLS TO SURVIVE ECONOMICALLY IN A COMPETITIVE WORLD.

AT THE SAME TIME, WE CERTAINLY HAVE TO UNDERSTAND THAT THIS NEW TECHNOLOGY IS GOING TO REQUIRE A MASSIVE ADAPTATION ON OUR PART. PATTERNS OF EMPLOYMENT ARE SURE TO BE ALTERED; OPPORTUNITIES FOR CAREER GROWTH AND EVEN FOR WORK ITSELF ARE BOUND TO BE REDISTRIBUTED. WE ARE JUST GETTING USED TO THE CARDS AND NOW THEY ARE GOING TO BE DEALT ALL OVER AGAIN.

THERE IS NO DOUBT THAT ALL CANADIANS WILL BE AFFECTED BY TECHNOLOGICAL CHANGE. WE ALSO HAVE TO RECOGNIZE THAT CANADIAN WORKING WOMEN HAVE A GREAT STAKE IN A HARMONIOUS, POSITIVE ADAPTATION TO THE NEW ENVIRONMENT. WOMEN HAVE A GREAT DEAL TO LOSE IF THE RIGHT QUESTIONS ARE NOT ADDRESSED FORCEFULLY, INTELLIGENTLY AND PROMPTLY. FURTHERMORE, THESE LOSSES COULD NEGATE SOME OF THE PROGRESS THE WOMEN'S MOVEMENT HAS MADE WITH SO MUCH EFFORT IN THE PAST DECADE AND A HALF. A REVERSAL OF THIS PROGRESS WOULD BE A DISASTER, NOT ONLY SOCIALLY BUT ECONOMICALLY, NOT ONLY FOR WOMEN BUT FOR OUR WHOLE SOCIETY.

TO UNDERSTAND THIS YOU SIMPLY HAVE TO REVIEW RECENT PATTERNS OF EMPLOYMENT IN CANADA. OVER THE PAST FOURTEEN YEARS OUR LABOUR FORCE HAS BEEN GROWING FASTER THAN THAT OF ANY COUNTRY IN THE INDUSTRIALIZED WORLD -- AT AN AVERAGE OF 3.6 PER CENT PER YEAR. BREAKING DOWN THESE FIGURES, THE MOST RAPIDLY GROWING COMPONENT IS THE SERVICE SECTOR, WHICH HAS BEEN MOVING AHEAD AT 5.6 PER CENT PER YEAR.

WE NEED TO KEEP THE SERVICE SECTOR VERY MUCH IN OUR SIGHTS FOR TWO REASONS.

FIRSTLY - IT IS IN THE SERVICE SECTOR THAT THE MICROELECTRONICS REVOLUTION IS MOVING IN AND TAKING OVER WITH THE GREATEST FORCE. WE HAVE ALREADY SEEN AN EXTENSIVE APPLICATION OF THESE SYSTEMS IN OFFICES, BANKS, SUPERMARKETS AND ELSEWHERE. WE CAN CERTAINLY EXPECT A GREAT DEAL MORE EXPANSION, NOT ONLY BECAUSE OF THE PRODUCTIVE POWER OF THESE SYSTEMS, BUT ALSO BECAUSE UNTIL NOW INVESTMENT IN THE MODERNIZATION OF THIS SECTOR --

PARTICULARLY IN OFFICES -- HAS LAGGED FAR BEHIND INVESTMENT ON THE MANUFACTURING SIDE. WHITE-COLLAR WORKERS ARE ABOUT TO EXPERIENCE WHAT BLUE-COLLAR WORKERS HAVE BEEN GOING THROUGH.

SECONDLY - AND THIS BRINGS US VERY CLOSE TO TODAY'S AGENDA - THE SERVICE SECTOR IS VERY MUCH WOMEN'S TERRITORY. I AM SURE THE FIGURES ARE FAMILIAR TO THIS AUDIENCE. ABOUT EIGHTY PER CENT OF CANADIAN WORKING WOMEN ARE IN THE SERVICE PRODUCING SECTOR OF THE ECONOMY. ONE AND A HALF MILLION WOMEN - 34 PER CENT OF WORKING WOMEN - ARE EMPLOYED AT CLERICAL WORK ALONE. IN SOME OCCUPATIONS -- FEDERAL GOVERNMENT SECRETARIAL WORK FOR INSTANCE -- THE PERCENTAGES GO AS HIGH AS 98 PER CENT. THAT CONCENTRATION, WITH ALL ITS IMPLICATIONS FOR THE FUTURE, IS, OF COURSE, THE LEGACY OF STEREOTYPING OF WOMEN INTO SO-CALLED TRADITIONAL AREAS OF EMPLOYMENT.

IN TRYING TO MEASURE THE IMPACT OF NEW TECHNOLOGY THE MOST OBVIOUS QUESTION IS ALSO THE MOST DIFFICULT TO ANSWER: WHEN THE DUST SETTLES WILL THERE BE MORE JOBS, FEWER JOBS OR WILL THE ABSOLUTE QUANTITIES BE ABOUT THE SAME?

AS IN SO MANY OTHER ECONOMIC MATTERS, THERE IS A BRIGHT VIEW AND A DARK VIEW. AT ONE END OF THE SPECTRUM -- THE PESSIMISTIC SIDE -- THE "DOWNSIDE" ANALYSTS, NOTABLY IN WESTERN EUROPE, BELIEVE THE BYPRODUCT OF THE MICROELECTRONICS REVOLUTION IS MASS UNEMPLOYMENT. THERE ARE PREDICTIONS FROM WEST GERMANY, FOR EXAMPLE, THAT TEN YEARS FROM NOW, 40 PER CENT OF TODAY'S OFFICE WORK WILL BE AUTOMATED. ON THE BASIS OF THESE PREDICTIONS, GERMAN LABOUR LEADERS ARE TALKING ABOUT A POSSIBLE LOSS OF TWO MILLION CLERICAL JOBS OUT OF A TOTAL OF FIVE MILLION.

ON THE OTHER SIDE OF THE COIN IS JAPAN, A COUNTRY WHICH SO FAR SEEMS TO HAVE DONE A REMARKABLY GOOD JOB OF MAKING ITS OPTIMISTIC PROPHECIES SELF-FULFILLING. THE "UPSIDE" THINKERS BELIEVE THE NEW TECHNOLOGY WILL CREATE NEW JOBS. THEY MAINTAIN PRODUCTIVITY WILL INCREASE AND THE NEW TOOLS WILL SUGGEST NEW SERVICES AND ACTIVITIES WITHIN INDUSTRY TO OFFSET ANY LOSSES DUE TO AUTOMATION.

THE UPSIDE ANALYSTS ALSO SAY THAT THE NEW TYPES OF JOBS CREATED THROUGH NEW TECHNOLOGICAL APPLICATIONS WILL BE LESS ENCUMBERED BY THE BUILT-IN BARRIERS AND PREJUDICES OF EXISTING OCCUPATIONAL GROUPINGS. THEY POINT OUT THE POSSIBILITIES FOR WOMEN TO PARTICIPATE IN THE LABOUR MARKET AT THE LEADING EDGE OF PRODUCTIVITY GAINS.

BUT THE MESSAGE THAT COMES THROUGH VERY CLEARLY FROM BOTH SIDES IS ONE WE WOULD ALL DO WELL TO LISTEN TO VERY CAREFULLY. NOT EVEN THE MOST CHEERFUL OPTIMISTS SAY THAT WE CAN AVOID JOB LOSSES AND SOCIAL DISRUPTION SIMPLY BY LYING BACK AND LETTING TECHNOLOGY CARRY US WHEREVER IT IS GOING. IN FACT, THEY ARE SAYING JUST THE OPPOSITE: WE CAN ONLY AVOID THIS KIND OF TROUBLE BY TAKING THE NECESSARY STEPS WELL IN ADVANCE.

OBVIOUSLY THAT PROCESS WILL HAVE TO BEGIN WITH AN EXAMINATION OF THE PROBLEMS WE ARE LIKELY TO CONFRONT.

IT IS IRONIC THAT WHILE WE ARE ABLE TO MAKE SOME ACCURATE PREDICTIONS ABOUT HARDWARE, WE SEEM TO BE VERY MUCH IN THE DARK ABOUT PEOPLE. WE CAN BUILD MODELS OF THE OFFICE OF THE FUTURE AND DESCRIBE THE TECHNOLOGICAL REQUIREMENTS

OF THE INFORMATION SOCIETY IN SOME DETAIL. BUT WE REALLY DON'T HAVE MUCH INSIGHT INTO THE LIVES AND FORTUNES OF THE HUMAN BEINGS WHO WILL INHABIT THESE STRUCTURES.

WE DO KNOW THE LABOUR SITUATION IN THIS COUNTRY WILL BE MUCH TIGHTER THAN ANY WE HAVE ENCOUNTERED IN THE PAST FEW YEARS. INDEED, AND THIS MAY SEEM A STRANGE THING TO SAY WHEN UNEMPLOYMENT IS AT ITS PRESENT RATE, WE COULD CONCEIVABLY BE LOOKING AT A TIME OF FULL EMPLOYMENT FURTHER ON IN THIS DECADE. WITHOUT GOING INTO DETAIL, SOME OF THE REASONS FOR THIS PREDICTION ARE THE DRYING UP OF IMMIGRANT POOLS OF SKILLED LABOUR, THE TAPERING OFF OF THE MASSIVE INFLUX TO THE LABOUR FORCE CAUSED BY THE BABY BOOM, AND THE CONSIDERABLE REQUIREMENTS FOR SKILLED WORKERS FOR THE ENERGY MEGA PROJECTS AND WESTERN CANADIAN ECONOMIC BOOM.

THE SERVICE SECTOR OF TOMORROW, PARTICULARLY THAT PART NOW OCCUPIED PREDOMINATELY BY WOMEN, WILL CERTAINLY BE DIFFERENT. GENERALLY, THERE WILL BE FEWER AND FEWER JOBS ON THE LOW-SKILLED END OF THE SCALE, AND MORE MANAGERIAL AND TECHNICAL JOBS AT THE OTHER END.

SOME OF OUR EXPERIENCE IN THIS AREA HAS BEEN DOCUMENTED IN THE EXCELLENT ANALYSIS CARRIED OUT FOR MY OWN TASK FORCE ON LABOUR MARKET DEVELOPMENT IN THE EIGHTIES. THE SERVICE SECTOR, SPECIFICALLY THE CLERICAL SUB-SECTOR, SEEMS TO BE IN FOR A TWO-WAY SQUEEZE.

JOBS DONE PREDOMINANTLY BY WOMEN - FILING, TYPING, SECRETARIAL AND SO ON - WILL TEND TO GET DOWNGRADED. WHILE THE EVIDENCE IS NOT NECESSARILY CONCLUSIVE OR UNAVOIDABLE, IT INDICATES THAT WHEN WORK IS AUTOMATED IT TENDS TO BECOME LESS SATISFYING AND LESS PROMISING IN TERMS OF FUTURE ADVANCEMENT. PERHAPS THE MOST FAMILIAR CURRENT EXAMPLE IS THE WORD PROCESSING UNIT WHICH HAS CHANGED THE TYPING POOL CONCEPT. IT MAY BE THAT BY AUTOMATING THESE AND OTHER JOBS, WE ELIMINATE THE VERY ASPECTS WHICH GIVE FINANCIAL AND PSYCHOLOGICAL REWARDS TO WORKERS: THE OPPORTUNITY TO MAKE INDEPENDENT DECISIONS, TO UTILIZE EXPERT CRAFTSMANSHIP, TO USE HUMAN RELATIONS SKILLS, TO CAPITALIZE ON EXPERIENCE. THERE IS A "DE-SKILLING" FORCE AT WORK IN SOME OF THE TECHNOLOGICAL APPLICATIONS.

I DON'T BELIEVE THE FINAL VERDICT IS IN ON THIS QUESTION. THERE ARE THOSE WHO ARGUE QUITE PLAUSIBLY THAT THE NEW TECHNOLOGY CAN BE LIBERATING -- THAT IT CAN ELIMINATE A GREAT DEAL OF WHITE-COLLAR MONOTONY AND DRUDGERY. EVEN IN THE OFFICE POOL, FOR EXAMPLE, PEOPLE ALREADY EMPLOYED IN THESE UNITS MAY VERY WELL FIND THAT WORD PROCESSORS CUT DOWN ON REPETITIVE WORK AND MAKE THE JOBS MORE INTERESTING - PROVIDED, OF COURSE, THEY STILL HAVE THOSE JOBS.

WHAT WILL BE MORE OF A PROBLEM IS THE STEADY AND BARELY VISIBLE EROSION OF THE JOB OPPORTUNITIES THAT WOMEN HAVE BEEN ABLE TO EXPLOIT IN THE PAST AND FOR WHICH, OVERWHELMINGLY, THEY ARE TRAINED TO EXPLOIT TODAY. THE NEW RECRUITMENT DEMANDED BY NEW TYPES OF SERVICES AND NEW ECONOMIC ACTIVITY WON'T BE REQUIRED ANYMORE. WE ARE TALKING ABOUT A PHASING-OUT OF MANY CLERICAL TASKS, A DECISION TO LEAVE JOBS VACANT. WE ARE TALKING ABOUT ATTRITION - A PROCESS WHICH CAN ACCOUNT FOR VERY ABRUPT DECLINES IN THE CLERICAL FIELD WHERE TURNOVER IS CHARACTERISTICALLY VERY HIGH.

PERHAPS I COULD CITE THE EXAMPLE OF ONE CANADIAN CORPORATE HEAD OFFICE. IT WAS FOUND THAT, AS INFORMATION TECHNOLOGY WAS INTRODUCED, TOTAL EMPLOYMENT REMAINED STABLE WHILE THE CLERICAL RANKS SHRANK BY HALF. ONE HUNDRED AND ONE CLERICAL WORKERS WERE DISPLACED. ONLY ONE OF THE DISPLACED WORKERS WAS PROMOTED INTO THE PROFESSIONAL RANKS. THE REMAINING 100 WERE TRANSFERRED TO FILL CLERICAL OPENINGS IN OTHER DEPARTMENTS.

TO SUM UP, WE MAY FIND OURSELVES HAVING TO TACKLE TWO MAJOR PROBLEMS. ONE WOULD BE AN EXTERNAL CRISIS AFFECTING WOMEN WITHOUT JOBS. THIS WOULD NOT BE A CRISIS OF LAYOFFS AND SHUTDOWNS BUT ONE IN WHICH LARGE NUMBERS OF PEOPLE SIMPLY DON'T HAVE THE TRAINING TO FILL THE NEW POSITIONS THAT MAY BECOME AVAILABLE.

THE OTHER CRISIS WOULD BE INSIDE THE "OFFICES OF THE FUTURE." WE HAVE TO BEWARE OF CREATING A NEW GHETTO FOR THE FEMALE WHITE-COLLAR WORKER. IN THIS AREA WE CAN CERTAINLY LEARN BY PAST EXPERIENCE. WHILE WE'VE NEVER EXPERIENCED EXACTLY THIS KIND OF TRANSFORMATION IN THE PAST, WE HAVE COME PRETTY CLOSE.

IN THE DAYS BEFORE THE TYPEWRITER GAVE WOMEN THEIR FIRST REAL ENTRY TO THE BUSINESS WORLD, CLERICAL WORK WAS ALMOST ENTIRELY MEN'S WORK. PAPER-PUSHING IN THE FRONT OFFICE WAS LOW-PAYING AND NOT PARTICULARLY EXCITING, BUT AT LEAST IT OFFERED A THEORETICAL PATHWAY TO ADVANCEMENT. BOB CRATCHITT, PERCHED ON HIS STOOL, HAD A CHANCE OF SOME DAY INHERITING THE BUSINESS FROM EBENEZER SCROOGE -- AT LEAST AFTER HIS CHRISTMAS VISITATION. AND SCROOGE, OF COURSE, GOT HIS START CLERKING FOR MR. FEZZIWIG. WITH THE INTRODUCTION OF THE TYPEWRITER WOMEN TOOK OVER THIS WORK AND THERE WAS A FAIRLY SWIFT CHANGE IN THE GROUND RULES.

THE CLERICAL SIDE WAS SUDDENLY VERY EFFECTIVELY SEPARATED FROM ADMINISTRATION PROPER. IT BECAME FAR-FETCHED TO THINK THAT WORKING ON FILES OR CORRESPONDENCE COULD LEAD TO A JOB IN MANAGEMENT.

WHAT CAN WE DO -- WHAT ARE WE DOING -- TO PREPARE FOR THIS NEW EMPLOYMENT SITUATION? LET ME START WITH A REVIEW OF SOME OF THE THINGS HAPPENING IN MY OWN COMMISSION OF EMPLOYMENT AND IMMIGRATION.

THE COMMISSION OFFERS, THROUGH PROVINCIAL COMMUNITY COLLEGES AND TECHNICAL SCHOOLS, INTRODUCTORY AND UPGRADING COURSES THAT CAN LEAD TO JOBS IN INFORMATION TECHNOLOGY FIELDS. COURSES IN COMPUTER OPERATION, FOR EXAMPLE, CAN OPEN REWARDING CAREER DOORS FOR MANY. ONCE EXPOSED TO THE JUNIOR LEVELS OF TECHNICAL OCCUPATIONS, SOME OF OUR CLIENTS WILL BE IN A POSITION TO ADVANCE UPWARD IN THEIR CHOSEN FIELD.

HOWEVER, AS MANY OF YOU KNOW, WOMEN FACE MANY OBSTACLES IN ACQUIRING SPECIALIZED SKILLS IN NON-TRADITIONAL FIELDS OF WORK. WE ARE NOW MAKING OUR EXISTING PROGRAMS MORE ACCESSIBLE AND MORE COMPATIBLE WITH WOMEN'S NEEDS. WE ARE ALSO LOOKING AT NEW PROGRAMS NEEDED TO COPE WITH EXISTING AND EMERGING PROBLEMS.

WE HAVE RECENTLY TAKEN ACTION TO ARRIVE AT A MORE EQUITABLE DEPLOYMENT OF THE FEMALE WORK FORCE -- TO STIMULATE THE HIRING OF WOMEN IN THE SO-CALLED NON-TRADITIONAL JOBS. WE ARE FUNDING PRE-EMPLOYMENT COURSES IN PROVINCIAL TRAINING CENTRES WHICH ARE DESIGNED TO HELP WOMEN FIND JOBS IN NON-TRADITIONAL FIELDS.

A NEW INITIATIVE UNDER OUR INDUSTRIAL TRAINING PROGRAM PAYS EMPLOYERS FOR TRAINING COSTS AND 75 PER CENT OF THE WAGES IF THEY TRAIN WOMEN TO MOVE INTO NON-TRADITIONAL LINES OF WORK.

MY NEXT STEP IS TO LOOK AT THIS TYPE OF PROGRAM AS A BRIDGING MECHANISM FOR CLERICAL WORKERS WHO WANT TO MOVE INTO HIGHER SKILL TECHNICAL AND PROFESSIONAL JOBS. MY TASK FORCE ON LABOUR MARKET DEVELOPMENT IS NOW EXPLORING WAYS TO IMPLEMENT AN EXPANDED PROGRAM. AND QUITE OBVIOUSLY WE SHOULD ALSO CONSIDER NEW EDUCATIONAL LEAVE POLICIES WHICH WILL ENCOURAGE WOMEN WORKERS TO TAKE RETRAINING.

THIS BRINGS ME TO THE TOPIC OF COUNSELLING AND THE DISSEMINATION OF JOB INFORMATION -- ONE OF THE FUNDAMENTAL MEANS TO MAKE CAREER CHOICE AND ADAPTATION TO CHANGE A MORE INFORMED AND SMOOTHER EXPERIENCE. SEVERAL STEPS HAVE BEEN TAKEN IN THIS AREA. I HAVE ASKED THAT THE COMMISSION PLACE MORE EMPHASIS ON EMPLOYMENT COUNSELLING SERVICES FOR WOMEN BY DOING A BETTER JOB OF TRAINING OUR OWN COUNSELLORS. A NEW TRAINING PROGRAM IS NOW BEING IMPLEMENTED. I HAVE GIVEN HIGH PRIORITY TO OUTREACH COMMUNITY SERVICE PROJECTS WHICH SERVE WOMEN. OVER THE PAST 12 MONTHS WE HAVE INCREASED THE NUMBER OF SUCH PROJECTS BY ABOUT 50 PER CENT. I AM CONFIDENT THAT NEXT YEAR THE NUMBER OF WOMEN'S PROJECTS WILL BE DOUBLE THAT OF LAST YEAR.

A MAJOR STEP WAS TAKEN LAST SUMMER WITH THE COMMITMENT TO AN AFFIRMATIVE ACTION PROGRAM TO IMPROVE THE HIRING, TRAINING, PROMOTION AND OTHER EMPLOYMENT PRACTICES OF THE PUBLIC SERVICE. NOT COUNTING THE ARMED FORCES, THE R.C.M.P. AND CROWN CORPORATIONS, THIS ORGANIZATION HAS APPROXIMATELY 266,000 FULL-TIME EMPLOYEES. WE ARE DEVELOPING AFFIRMATIVE ACTION IN THREE MAJOR DEPARTMENTS: TREASURY BOARD, SECRETARY OF STATE AND EMPLOYMENT AND IMMIGRATION. THE CANADA MORTGAGE AND HOUSING CORPORATION HAS ALSO SIGNED AN AFFIRMATIVE ACTION AGREEMENT. AFFIRMATIVE ACTION IN THESE SETTINGS IS A PROTOTYPE FOR THE FEDERAL PUBLIC SERVICE AS A WHOLE. WITH THE BENEFIT OF AN EVALUATION OF RESULTS AND MANAGEMENT EXPERIENCE WITH AFFIRMATIVE ACTION PROCEDURES, I EXPECT RAPID DIFFUSION IN THE FEDERAL PUBLIC SERVICE AND THROUGHOUT CANADIAN INDUSTRY.

I BASE MY EXPECTATION ON EVIDENCE THAT AFFIRMATIVE ACTION WORKS AND THAT IT IS GOOD FOR EVERYONE CONCERNED. RECENTLY MY COMMISSION DID A STUDY OF CONTRACT COMPLIANCE IN THE UNITED STATES. OUR CONSULTANTS CONTACTED ALL THE INTERESTED PARTIES: THE FEDERAL GOVERNMENT, ORGANIZED LABOUR, BUSINESS MANAGEMENT AND THE NATIONAL ORGANIZATION OF WOMEN. WE FOUND SATISFACTION AND EVEN ENTHUSIASM FOR AFFIRMATIVE ACTION. BUSINESS MANAGEMENT SAID AFFIRMATIVE ACTION HELPED MAKE MORE EFFICIENT USE OF HUMAN RESOURCES. FOR THE FIRST TIME, REQUIREMENTS WHICH HAD VERY LITTLE TO DO WITH

COMMERCIAL REASONING AND A LOT TO DO WITH ORGANIZATIONAL INERTIA CAME UNDER MANAGEMENT SCRUTINY. IN MOST CASES, THESE REQUIREMENTS WERE BOTH EXPENDABLE AND COSTLY. AT THE SAME TIME, COMMITMENT TO AFFIRMATIVE ACTION BECAME AN OPERATIONAL GOAL. BUSINESS GROWTH DEPENDED ON IT.

THE REAL IMPORTANCE OF AFFIRMATIVE ACTION IS THAT IT SYSTEMATICALLY ENSURES BETTER ACCESS TO EMPLOYMENT POSSIBILITIES FOR WOMEN, NATIVE PEOPLE AND PEOPLE WITH PHYSICAL DISABILITIES, BOTH IN TERMS OF JOB ENTRY AND ADVANCEMENT. IT ALSO REMOVES BARRIERS TO CAREER DEVELOPMENT. THIS WILL BE PARTICULARLY IMPORTANT IN THOSE FIELDS WHERE JOBS ARE CHANGING BECAUSE OF NEW TECHNOLOGY.

IN SUM, AFFIRMATIVE ACTION IS AN IMPORTANT TOOL TO OVERCOME THE PROBLEM OF WOMEN BEING GHETTOIZED IN CERTAIN OCCUPATIONAL CATEGORIES. IT WILL GIVE US A REMEDIAL FRAMEWORK IN THE PUBLIC SERVICE TO AVOID SOME OF THE NEGATIVE CONSEQUENCES OF OFFICE AUTOMATION AND TO RESPOND POSITIVELY TO OPPORTUNITIES WHICH DO ARISE. IT WILL ALSO PUT THE FEDERAL GOVERNMENT IN A POSITION TO WORK MORE CONFIDENTLY WITH THE PRIVATE SECTOR TO ENCOURAGE THE ADOPTION OF AFFIRMATIVE ACTION.

WE ARE ALSO TRYING OTHER WAYS TO PUT OUR OWN FEDERAL HOUSE IN BETTER ORDER WITH RESPECT TO THE HUMAN IMPACTS OF OFFICE AUTOMATION TECHNOLOGY.

IN THE FEDERAL GOVERNMENT THE TREASURY BOARD IS RESPONSIBLE FOR THE POLICIES RELATED TO PERSONNEL AND THE IMPLEMENTATION OF NEW TECHNOLOGY. POLICIES NOW IN PLACE DEAL PRIMARILY WITH THE PURCHASE OF NEW EQUIPMENT AND SERVICES. HOWEVER, THE PRESIDENT OF THE TREASURY BOARD HAS RECENTLY INFORMED ME THAT THE BOARD WILL, IN THE FUTURE, CAREFULLY MONITOR THE IMPACT OF NEW MICRO PROCESSING TECHNOLOGY UPON OUR OWN WORK FORCE. NEW POLICY CONCERNING INFORMATION TECHNOLOGY WILL BE DEVELOPED IN CONSULTATION WITH OTHER CONCERNED AGENCIES, INCLUDING THE PUBLIC SERVICE COMMISSION, LABOUR CANADA, THE DEPARTMENT OF COMMUNICATIONS AND THE STATUS OF WOMEN CANADA.

THE DEPARTMENT OF COMMUNICATIONS IS ALSO ON THE FRONT LINES IN THE AREA OF OFFICE AUTOMATION. THE DEPARTMENT IS COMMITTED TO WORK WITH OTHER GOVERNMENT DEPARTMENTS AND WITH CANADIAN INDUSTRY IN RESEARCH PROJECTS TO LOOK AT SKILL DISPLACEMENT, QUALITY OF THE WORK FORCE AND THE HUMAN ISSUES RAISED BY NEW TECHNOLOGY.

THIS RESEARCH WILL BE CARRIED OUT AS PART OF THE OFFICE COMMUNICATIONS SYSTEMS PROGRAM. IT WILL CONSIST OF FIELD TRIALS TO OBTAIN MORE PRECISE INFORMATION ON CHANGES IN JOB SKILL REQUIREMENTS AND THE DEVELOPMENT OF SO-CALLED "USER FRIENDLY" OFFICE SYSTEMS. THE RESEARCH WILL, OF COURSE, REQUIRE A CONCENTRATION ON BEHAVIOR AND ATTITUDES, A DIMENSION WHICH HAS BEEN SOMEWHAT OVERLOOKED IN THE PAST.

PRELIMINARY RESULTS OF MY TASK FORCE ON LABOUR MARKET DEVELOPMENT SUGGEST THE NEED TO MODERNIZE OUR LABOUR MARKET INTELLIGENCE NETWORKS AND TO MAKE USE OF THE VERY MICROELECTRONICS SYSTEMS WE ARE TALKING ABOUT AT THIS CONFERENCE. AT THE SAME TIME, IT WILL BE NECESSARY TO IMPROVE OUR KNOWLEDGE OF THE LABOUR MARKET IMPLICATIONS OF TECHNOLOGICAL CHANGE. FOR THIS REASON, WE HAVE BEEN SUPPORTING RESEARCH ON THE IMPACT OF THE MICROCHIP ON OFFICE RELATED EMPLOYMENT. IN ADDITION, I HAVE JUST AUTHORIZED A STUDY ON THE SOCIAL IMPACT OF ROBOTIZATION AND ITS IMPACT ON PRODUCTION LINE EMPLOYMENT. THIS STUDY WILL INCLUDE, OF COURSE, THE IMPACT OF WOMEN'S EMPLOYMENT IN THESE NON-TRADITIONAL OCCUPATIONS. OVER THE NEXT FEW MONTHS, MY COMMISSION WILL ENCOURAGE AND PROMOTE CONFERENCES AND DISCUSSIONS ON THE EMPLOYMENT IMPACT OF MICRO-ELECTRONICS.

AT THE SAME TIME WE WANT TO MAKE SURE THAT OUR FIELD PEOPLE ARE THEMSELVES SENSITIVE TO THE NEW REALITIES, INCLUDING WOMEN'S EMPLOYMENT AND ITS INCREASED IMPORTANCE IN THE OVERALL LABOUR FORCE. WORK OF THE TASK FORCE SUGGESTS THAT THE COMMISSION SHOULD BE TRYING SOME NEW APPROACHES TO DELIVERING EMPLOYMENT SERVICES.

TODAY I AM ANNOUNCING JUST SUCH AN INITIATIVE. I HAVE REQUESTED THAT THE COMMISSION ESTABLISH AT LEAST FOUR MORE WOMEN'S EMPLOYMENT PROJECTS, IN ADDITION TO A PILOT PROJECT CURRENTLY OPERATING IN VANCOUVER. MY PURPOSE IS TO ENSURE WE EXPLORE AS MANY MEANS AS POSSIBLE OF IMPROVING THE CAPACITY OF OUR CECs TO OFFER THE SERVICES THAT WOMEN IN THE LABOUR FORCE REQUIRE. THESE PROJECTS WILL ALLOW US TO TEST NEW APPROACHES FOR DEALING WITH PROBLEMS FACING WOMEN IN THE LABOUR MARKET. ONE OF THE SPECIAL TASKS FOR THESE CENTRES WILL BE TO ASSIST WOMEN WITH THE ADJUSTMENT RESULTING FROM OFFICE AUTOMATION.

THE PRELIMINARY REPORTS I HAVE RECEIVED FROM MY TASK FORCE DRIVE HOME THE NEED TO REDESIGN OUR TRAINING PROGRAMS, OUR EDUCATIONAL POLICIES, OUR PERSONNEL MANAGEMENT PRACTICES TO DEAL WITH NEW NEEDS, NEW PROBLEMS AND NEW OPPORTUNITIES. AS WE FACE A DECADE OF CHANGE IN THE LABOUR FORCE -- A DECADE WHERE

THE LABOUR FORCE WILL BE INCREASINGLY MATURE AND WHERE UP TO 70% OF LABOUR FORCE GROWTH WILL BE ACCOUNTED FOR BY WOMEN -- WE REALLY DO NEED TO INNOVATE. I AM DETERMINED TO SEE THIS HAPPEN AND OVER THE MONTHS AFTER THE RELEASE OF MY TASK FORCE REPORT I WILL BE CONSULTING WIDELY TO GET IDEAS FROM BUSINESS, LABOUR, EDUCATIONAL INSTITUTIONS AND WOMEN'S GROUPS.

BEFORE I CLOSE I WANT TO DIRECT A SPECIAL MESSAGE TO WOMEN'S GROUPS.

THE MICRO-ELECTRONICS REVOLUTION CAN BE A BENEVOLENT REVOLUTION, IF ACCOMPANIED WITH POSITIVE ATTITUDES AND APPROPRIATE PROGRAMS. VAST NEW AREAS OF OPPORTUNITY CAN BE OPENED UP BY A NEW AND MORE EFFICIENT TECHNOLOGY. CERTAINLY WE ALL NEED TO THINK ABOUT THE DANGERS. BUT I THINK IT IS FAIR TO SAY THAT THE DANGERS HAVE MORE TO DO WITH HUMAN ATTITUDES -- COMPLACENCY FOR INSTANCE -- THAN WITH TECHNOLOGY. WE FACE A PERIOD OF REARRANGEMENT AND ADAPTATION. FOR WOMEN SPECIFICALLY, WE MUST GUARD AGAINST PLANNING AND DIRECTING THESE ADJUSTMENTS ON THE BASIS OF OUTMODED, SEXIST ATTITUDES. THIS IS PRECISELY WHERE WOMEN'S GROUPS ARE MAKING, AND MUST CONTINUE TO MAKE, THEIR VOICES HEARD.

THE GREAT FRENCH LEADER CLEMENCEAU SAID THAT WAR WAS MUCH TOO SERIOUS A MATTER TO BE ENTRUSTED TO THE MILITARY. SIMILARLY, THE REVOLUTION IN MICROELECTRONICS AND COMMUNICATIONS IS TOO IMPORTANT TO BE LEFT TO ELECTRONICS ENGINEERS AND SYSTEMS ANALYSTS.

A DEMOCRATIC SOCIETY LIKE OURS IS A PRESSURE-SENSITIVE SYSTEM AND CHALLENGES OF THIS KIND ARE ALWAYS, IN A SENSE, POLITICAL. THE DEVELOPMENT AND APPLICATION OF TECHNOLOGY, EVEN VERY HIGH TECHNOLOGY, IS REALLY NOT AS BLIND AND IMPERSONAL A PROCESS AS IT MAY SEEM. HARDWARE GETS ITS MEANING AND ROLE FROM SOFTWARE. IN THE LAST ANALYSIS THE SOCIAL SETTING IN WHICH TECHNOLOGY IS INSTALLED AND ITS IMPACTS ON SOCIETY ARE DETERMINED BY THE INTERESTS IT SERVES AND BY THE INFLUENCES THAT HELP TO SHAPE IT. IT IS CRUCIAL THAT WOMEN MAKE THEIR INFLUENCE FELT WITH INDUSTRY, ORGANIZED LABOUR, EDUCATIONAL INSTITUTIONS AND GOVERNMENT. THE TIME TO ACT IS LIMITED, AND EVENTS ARE MOVING VERY QUICKLY. LET'S USE THE TIME WELL.

THANK YOU.



Minister
Employment and Immigration

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SPEAKING NOTES
FOR
THE HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION
BEFORE
THE STANDING COMMITTEE
ON
LABOUR, MANPOWER AND IMMIGRATION
(MAIN ESTIMATES)



Check Against Delivery

Mr. Chairman,

In my remarks today, I will discuss the 1981-82 Main Estimates for Employment and Immigration contained in Votes 1, 5, 10, 15 and 30. I will also be addressing each of our major programs individually as our discussion progresses. By focusing our attention on each program element for specified period, I believe we could make the most productive use of our time.

In these Main Estimates, a total of \$2,270 million is being sought to finance all programs within Employment and Immigration Canada. This is \$182 million more than was approved for 1980-81.

The principal cause of this increase is attributable to the statutory item of \$1,143 million to cover the government's contribution to the Unemployment Insurance Account in respect to benefits paid in 1981-82. This represents an increase of \$201 million from the previous year's contribution and it can be attributed principally to changes in the unemployment rate, increases in benefits paid and changes in the threshold formula.

Members will note that the outlays for training, including the sum of \$200 million of unemployment insurance benefits to be utilized by persons while on training, come to a total of \$876 million.

This includes \$443 million for Purchase of Training and provincial administration, \$101 million for Training Allowances and Trainee Travel and \$107 million for Industrial Training including Training in Critical Trades. The Commission will be directing these funds to needs of highest priority.

In the area of direct job creation, the estimates show a request of \$142 million to fund the following programs:

- Local Employment Assistance Program
- Canada Community Development Program
- Canada Community Services Program
- New Technology Employment Program
- Local Economic Development Assistance

I should add that these estimates will be adjusted upwards by the Cabinet decision of January 15, 1981 on Restructured Employment Programming. As I announced in January, this decision will meet the government's commitment to the employment of the disadvantaged, to undertake a student summer employment program for 1981 and to provide some 1981-82 increases to existing job creations programs. The Federal Strategy for Industrial and

Labour Adjustment announced in mid January 1981 will also affect these estimates. The special adjustment package of CEIC programs include enhanced training incentives for firms, new increased training allowances for individuals, Portable Wage Subsidy and Community Employment programs, and enhanced mobility assistance. Supplementary estimates will thus considerably add to the published figures which are before you now.

For Insurance Benefits Services, we are requesting \$196 million for the processing of claims, the determination of eligibility and payment of benefit under the Unemployment Insurance Act. In the coming years, the Commission will give priority to improving the design and delivery of the Unemployment Insurance Program in terms of its impact on the labour market and improving the program's cost-effectiveness and integrity. In keeping with this priority issue, the Commission's strategy will be directed to ensuring that the Unemployment Insurance Program has a stable legislative base, is consistent with Canada's perceived needs during the 1980's and, to improving the quality of service and control, the efficiency and effectiveness with which the program is delivered. Furthermore, I wish to reassure members of this Committee that the Commission is also continuing efforts to develop and to implement corrective measures which will minimize overpayments such as those identified by the Auditor General in his last report to Parliament. I will be coming back to this later on in my remarks.

In other areas we are requesting \$113 million for the delivery of employment services to the public, \$90.5 million for activities and programs in support of employment and insurance and \$95 million for the general administration of the employment and insurance program including the control and issuance of social insurance numbers.

With respect to the Employment Service, we are implementing a dual policy thrust:

- One is to serve employers well by fully meeting their needs. As we know we have a free labour market in Canada and employers can choose whether or not they use the National Employment Service. If we serve employers well, they will list their job vacancies with us. If we do not serve them well, we will not be able to place worker clients into jobs.
- the second thrust is to pay particular attention to assisting to the maximum, these clients that need help most.

The reason that I referred to it as a dual thrust is that one cannot have one without the other. If we do not meet employers needs with quality well-screened candidates, then we will not be able to help, as well as we all want, groups such as natives, women, the

handicapped etc... and I believe that if we do not help those that are experiencing particular difficulty in obtaining or retaining employment, then we have not met the expectations of the public.

Employment Development

The Estimates reflect the carrying into 1981-82 of some 20,000 jobs in the Canada Community Development Projects Program. This program has been both a major generator of jobs and a significant success. It operates on the basis of very clear priority sectors for the projects and focuses on employment disadvantaged groups as well as high unemployment areas. We established, for the first time in any major Canadian government program, provision for sponsors to set hiring goals within the Program for women, for the disabled, for Native people, and for youth. Although only preliminary data on actual participants are as yet available, it is clear that these measures are having a very real impact. A full outline of the Program and how it is working to increase jobs and generate real benefits for communities has been provided to each member of the Committee.

The much smaller Canada Community Services Projects program is proving to be extremely useful for many voluntary services organizations, such as the YMCA, in providing a variety of badly-needed social services over a three-year period at the same time as it expands employment.

The Local Employment Assistance Program (LEAP) is provided for at essentially the same financial level as last year. This Program, aimed exclusively at the disadvantaged including Native people, has proven to be a significant help in generating long-term employment in areas and for people whom the normal private sector has not been able to reach. Some LEAP projects focus on training and preparing disadvantaged people for work with other establishments in the private sector. Others, the "retention" projects, focus on developing viable continuing jobs for the disadvantaged. Our data show that, of the retention projects which move from a start up to an operational phase, some 62 per cent have been able to continue to provide jobs even when the 42-month federal funding ceases.

These estimates also provide \$3 million which are being used to initiate the planning and operational start-up for 13 experimental Local Economic Development Associations (LEDA) in slower growth communities across Canada.

The LEDA Program was developed to assist smaller slow growth communities to help themselves generate more long-term viable jobs. It provides initial funding to communities for a planning period during which they can organize and determine how they can best help existing businesses expand and new enterprises start up.

During the operating phase, communities can receive up to a quarter of a million dollars a year for a three-year period to attract and assist firms to expand their business and their employment. A great deal of the focus is on helping small firms develop sound expansion plans and on making sure that they have effective access to all the various sources of funding, both commercial and government. In those cases where restrictions could otherwise prevent sound propositions from becoming realities, the LEDA corporations can provide loans or loan guarantees or make equity investments to help the business acquire the necessary bank financing and get off the ground.

The Program, which is jointly administered by my Department and the Department of Regional Economic Expansion, is proving to be a very considerable success. We have so far had 84 applications. Officials in both departments have rated no fewer than thirty-one of those as "highly recommendable". That is, I believe, evidence of strong local interest in the LEDA concept and considerable evidence of the ability of many communities to make good use of it.

I expect that most of the 13 communities now in the planning stage will shortly be moving into the operational phase. I am also encouraged by the fact that, even during the planning phase, a number of the LEDA organizations have been able to begin to provide planning and business expansion expertise to small firms. In at least one case that I know of, the work of the LEDA group has resulted in a commercial lending institution approving a critical loan to a local

entrepreneur. He had previously been turned down by the same institution because he had not been able to demonstrate the soundness of his proposition.

Community enterprise development is an area to which I think we should pay more attention in this country, and I am very much looking to the LEDA corporations and their experience to help point the way.

The most important of the new employment development programs is, of course, the Program for the Employment of the Disadvantaged which I announced on January 22, 1981. Supplementary estimates will later make provision for \$25 million this year alone to provide for the start-up of the Program which began on May 1, 1981. The Program operates on the premise that the physically and mentally handicapped and other employment disadvantaged persons who have had severe difficulty in getting continuing employment really need little more than an extended opportunity to prove themselves with employers. The Program thus offers employers wage assistance of between 85 per cent and 25 per cent on a downward sliding scale for a period which can be as long as 15 months. It also provides for assistance of up to \$5,000.00 per establishment in making necessary work place adjustments, purchasing special equipment, etc. We intend to see this Program carried out as much as possible by and with the many voluntary groups which are concerned with the employment of disadvantaged persons. We expect to undertake contracts with them to seek out jobs, to provide supportive counselling to disadvantaged workers, and to advise employers respecting any necessary adjustments which they may make.

The Program only began to operate a few weeks ago in early May, but the early signs all indicate that we will have an excellent response from employers and from the handicapped themselves. In the first two weeks or so, our field offices reported some 79 signed agreements of which 42 were for handicapped persons and 37 for other seriously employment-disadvantaged people.

I would wish to make the point that this Program is not for everyone who is without a job. Nor is it for everyone who has a handicap. It is for people who would otherwise have extremely serious difficulties in obtaining continuing employment - for people who have an employment impediment, who want and need to work, and who have been trying to get a job on their own without success.

We are trying, through the Program, to help those who most need some initial assistance. In Alberta, for instance, one of the people assisted had previously been unemployed for 44 weeks, suffering from muscular dystrophy. That person now has a job as a telephone despatcher, at a wage of \$200 weekly. The Program is assisting the employer with that person's wage and has paid for the rental and installation of a "hands free" telephone without which the job would have been impossible. In British Columbia, a paraplegic, previously unemployed for three months, has been placed as a general office worker. The Program has provided some \$3,200 to restructure the

workplace to enable that person to do the job. That person is not on welfare: he is paying his way and earning \$260 weekly.

Those are but two examples of the sort of person in this country whom I would classify as "most in need of help to get a job". Particularly in the International Year of Disabled Persons, it is up to the federal government to provide leadership. We are going to prove that we in Canada can make the employment system work even for people who the system has previously tended so unfairly to cast aside.

The Student Summer Employment Program - Summer Canada '81 is providing jobs for 32,800 students this summer. Although projects are being selected and work on them by young people is now starting, the financial provision for the Program is made through Treasury Board estimates, rather than the estimates of my Commission.

Training

Members will note an increase in the funds requested for manpower training this year. This increase of \$18 million, although modest in relation to the overall scale of the Program, is vitally important to provide for more training in a large number of high skill occupations and to help us ensure that firms are able to meet their skill needs from amongst the ranks of unemployed Canadians rather than being forced to look abroad.

The emphasis within the Training Program is perhaps even more important than its overall level. We have quite substantial manpower training programs and it is important to maintain them. It is equally important to ensure that they are directed in such a way as to meet key needs and that they are capable of altering when alteration is called for. In that respect, I am very much looking forward to the results of the Special Parliamentary Committee chaired by Warren Allmand as well as those of the Labour Market Development Task Force within the CEIC. I am convinced that it will be important for all of us, when those studies are available, to review with great care the directions which we should be taking for the future.

We must realize, however, that even important government initiatives such as training in non-traditional occupations for women, or critical trade skills training, or our new adjustment measures, or the wage subsidy program for the employment-disadvantaged must function in the context of an economy in which skill and employment needs are ultimately determined by the thousands of actors in the private sector. Government forecasting of needs and potential problems and opportunities is important but it can never be as detailed or as comprehensive as the plans which the private sector must itself make for its own future growth and expansion. Government can provide the initiative and the spark and help to pave the way, but the real impact of programs can only be felt when they are utilized to help people move from occupations in low demand to those where the jobs are and will be.

That is one of the reasons why I have placed and will continue to place, so much stress on the private sector development of manpower plans and manpower training programs. We have, through the Manpower Consultative Service, helped many hundreds of firms and unions to make manpower plans to cope with individual adjustment situations. We will continue to do so.

But we have recently launched a new series of initiatives, this time with industry associations. I have already signed four important broad-gauge manpower planning and human resource agreements with some of our major industry associations. These agreements outline what the association will do, and what it will encourage and assist its members to do, in order to develop forward-looking manpower plans, to initiate necessary training, and to develop Affirmative Action. The agreements outline, as well, the broad measures which the Commission is able and willing to utilize to help industry and labour work towards better manpower planning and more productive adjustment to change.

These agreements are pathbreaking. I am not aware of any other industrialized country which is currently taking quite the same approach. They represent a voluntary partnership between government and the private sector, a partnership which is designed to help each to do the job better in the future.

Members may wish to know that the associations with which agreements or memoranda of understanding have already been signed are the Mining Association of Canada, which accounts for the employment

of over 100,000 workers, the Coal Association of Canada, the Air Industries Association of Canada, and the Canadian Shipbuilding and Ship Repairing Association of Canada. A number of similar broad-gauge agreements are currently under negotiation with other major industries and I hope shortly to be able to announce further progress in this respect.

Those agreements will be vitally important both in providing future direction for both the institutionally and industrially-based portions of our training programs. It is essential, however, that training programs be and become more selective - putting their emphasis where the individual or occupational need is greatest.

We last year established a Native Opportunities portion of both the industrial and institutional training programs. The results, even last year, were impressive - we have increased the number of Native people being trained in our training Programs by 64.2 per cent, to a level of 10,900 trainees. I expect that we will be able to at least maintain a similar level.

I should also mention that we are using the training funds this year to make a major attack on a long-standing Canadian problem: what has proven to be the persistence of skill shortages even in the face of high unemployment.

The skill shortage that we have at the moment are concentrated in a number of areas such as many of the engineering disciplines (which are in short supply, worldwide, and which require extensive post-secondary training) and in the important highly skilled largely blue collar-type areas. The shortage of some skills at the post-secondary level is, of course, a problem within provincial rather than federal jurisdiction. But the shortage of many skills such as machinists and millwrights and diesel mechanics and heavy duty equipment operators is something which the federal government can and must take steps to help industry overcome.

That is what our Critical Trade Skills Program is for and that is why I announced, in January, a major change in the Program, to ensure that in the current economic situation it can maintain the necessary momentum to meet longer-term requirements. Its aim is to help employers increase their training capacity and the number of people they train in about 25 key high-level skills. The program assists employers by helping to cover a significant portion of the costs they incur over the three to five-year training period. Specifically, under present arrangements, it includes wage reimbursement of 100 per cent in the first year and 50 per cent in the second year up to a maximum of \$250 weekly.

I am happy to be able to report that this enhanced Program is proving to be an immense success. In the last three months for which we have data, it enrolled 1400 additional trainees in these

areas. I would hope that we can enrol a further 3,000 in the current fiscal year. And I would further hope that the increase in long-term training capacity which the Program is designed to generate in the employer community will continue to accelerate and to increase the number of fully qualified people in these critical skills.

The key labour market changes which we can expect over the next decade go, however, much further than particular skill shortages. Several important trends are already very clear. Firstly, we have and must face the particular types of skill shortages to which I refer. Secondly, it is clear that much of the employment growth will come in occupations traditionally filled by men and that there will simply not be enough men to go around. Thirdly, many of the slower employment growth areas will be those in which women now predominate. Fourthly, the female labour force will grow much more rapidly than the male labour force and the slowing influx of younger workers will impose greater needs to retrain more mature workers if we are to cope with the economic shifts of the 1980's.

The focus of these trends is, of course, all in the same direction: if we are to head off potential labour shortages in a considerable range of skill areas, and if we are to avoid rising

female unemployment rates, we must now begin to take the key steps required to enable women to participate effectively in a wide range of occupations which have traditionally been male-dominated.

That, of course, is something which we should be doing on simple grounds of social equality. We can no longer, as a nation, tolerate the existing inequities in the labour market between men and women. What our perspective on the future enables us to see is that we will have an economic need to redress the balance as a need from a simple human rights point of view.

I believe that the federal government must play an important and increasing role in bringing about this necessary shift. It will be one of the focuses of Affirmative Action, about which I will have more to say in a moment. It is also the key feature of a relatively new program element which provides an incentive bonus to employers to train women in occupations in which they have been traditionally under represented. Under our Industrial Training Program, we are now able to provide 75 per cent of wage costs, up to a maximum of \$250 weekly, to employers who agree to hire and train women in some 200 occupational groups which have been traditionally male dominated. That Program element is underway, although at a less rapid pace than I would like. We last year expended \$1.9 million to train nearly 1000 women. Through the Estimates before you, I seek to expand that amount to at least \$2.6 million in 1981-82.

Even \$2.6 million is not a large sum these days. If employer acceptance of the Program expands in the way I hope, I shall seek to provide additional funding for this element of industrial training. Both in terms of basic human rights and in terms of the emerging economic and labour force needs of the 1980's, it is far too important to permit it to be choked off by want of funds.

Industrial and Labour Adjustment

For some time, I have been concerned about the need to develop improved adjustment mechanisms if we are, as a country, to cope appropriately with the changes which are likely in our society and economy over the next decade.

It is clear, for instance, that we can expect changes in trade patterns, in international prices, trading relationships, and in technology. Many of those changes will be immensely beneficial, but we must also face the fact that some will, if left to themselves, have an undue negative impact on some individual communities and workers.

I believe that it is important that we be in a position to take the fullest possible advantage of the changes which will come in the future. But I also believe that it is imperative that the federal government ensure that individual workers and communities not have to pay an inordinate price for progress.

That view is what underlies labour adjustment aspects of the Industrial and Labour Adjustment Program which I announced only a few months ago.

The Industrial and Labour Adjustment Program is, so far as I am aware, one of the most comprehensive and progressive which has ever been adopted in any western industrialized nation. It is funded at \$350 million, with half the funds allocated to the economic envelope and half to the social envelope. A considerable portion of the funds will go through the Department of Industry, Trade and Commerce to provide incentives to industry to expand, and to help replace jobs which are lost in particularly hard hit communities. The community-based measures on the labour adjustment side are designed to assist in retraining, re-employment, and direct assistance to workers who are affected.

So far, four communities - Tracy, Sorel, Port Cartier, Sept-Isles, Sydney - Nova Scotia, and Windsor - Ontario, have been designated. Teams of federal officers have been located in each community to provide immediate and appropriate responses to adjustment needs. Community advisory committees, representing local business and labour interests, will guide the application of measures.

On the labour adjustment side, the measures available will be quite comprehensive. In addition to our regular manpower training, and mobility, and wage subsidy and U.I. programs, a number of elements of special assistance will be available to laid off workers in the high layoff industries in the designated communities.

We will be utilizing our existing manpower training programs to the fullest and I expect shortly to introduce an amendment to the Adult Occupational Training Legislation to provide for an enrichment of the training allowances for the laid off workers in the high lay-off industries in the designated communities. They will be eligible, if they undertake training in demand occupations, for an incentive allowance equal to 70 per cent of their previous insurable earnings, up to \$208 weekly. The allowances available for laid off apprentices and others in critically skill-short occupations across the country will also be enriched by some \$25 weekly in order to help get them back into training, even though it may be temporarily difficult to find employment.

We are introducing a new Portable Wage subsidy plan for workers in the designated industries and communities who are over 45 years of age. If they have, as is so often the case, difficulty in finding re-employment, they will receive a wage subsidy voucher good for \$2.00 an hour for up to twelve months. That wage subsidy is something which we will pay in order to induce employers to give these older laid off workers a real priority in hiring, rather than just leaving them on the shelf.

In addition, we will be administering the Department of Labour's Early Retirement Program in those communities. For the affected workers between 54 and 64 years of age, it will open up the option of early retirement if they cannot find work.

For those workers who cannot find jobs locally and wish to seek them in the distance, we will be tripling our basic mobility payment.

And for others we will be using the Community Employment Program to provide for "bridging" jobs between the layoffs and new permanent employment to be generated.

Those community and industry-based measures of labour adjustment, together with our regular programs, make up what is probably the best and comprehensive package of labour adjustment measures available anywhere. That package is the result of a great deal of work and thought. It is a concrete manifestation of our view that it is the obligation of the federal government to provide real adjustment assistance to adversely affected workers, as well as providing assistance to firms to expand and create new jobs.

Employment Services

In terms of employment issues, I would like to deal with 3 subjects:

- the employment service
- services to special needs clients, and
- Affirmative Action.

Our international colleagues tell us that the Canadian-Employment Service will be an international leader in its field in 2 or 3 years time based on the tools it is now developing or actually implementing.

This statement, I have no doubt, may have come as a surprise to you ... the domestic reputation of Employment Services is often coloured by assessments of its performances against rather unrealistic expectations:

- each client expects it to find a job for him or her, whether or not there are any openings;
- employers expect job ready trained employees, whether or not there are training programs in our educational institutions or indeed in the companies to qualify them.

The reality of the Canadian performance is not unattractive:

- people who are placed by CECs find jobs 3 weeks sooner than those who do not;
- our share of the market, (our penetration rate) is significantly greater than our American counterpart;
- we make about 800,000 placements per year;
- 60% of the people looking for jobs use our services.

The prognosis that the Employment Service will further improve is based on 3 significant developments:

- The first of these is a computerized system we have developed to records all of the job vacancies and clients within a metropolitan area.

The advantage of such a system is that personnel in all offices in a metropolitan area, know of all job vacancies and clients. This contrasts with a paper-based system whereby, each CEC really was only aware of job openings and clients in its immediate area. This system enables us to move from working a "community" to "metropolitan" labour market. An example of the dramatic impact it has had on our operations is that primarily as a result of it, our business in Vancouver increased by 50%. This

improvement is a direct result of the satisfaction that our clients have with us. In addition to metropolitan Vancouver, it is operating in Ottawa-Hull, Hamilton, Toronto and is being installed in Montreal.

- The second element is the "National Job Bank". This is a computer based system that lists all jobs we have been unable to fill locally for 10 days. Each week a list of these jobs is provided to all CECs across Canada. In addition, at any time, CECs can phone in to our central computer service to determine if the openings are still available. We believe, and our foreign colleagues tell us that this is the best system in the world for matching people with skills in one part of the country, with openings in another. MOPS allowed us to operate metropolitan labour markets, the Job Bank permits us to say we are truly facilitating the operation of a national labour market.
- The third innovation we are making which is attracting international attention is the high priority we are giving to developing effective employment counselling programs. The need for good counselling can be subdivided in two:
 - I feel very strongly about the high percentage of the population who do not have occupational goals. Having such a goal that is consistent with one's interests, aptitudes, etc. is essential to the selection of appropriate

educational courses, jobs and through these self-fulfillment. As someone said "if you do not have a goal, it is unlikely you will attain it". I am proud to say that the CEIC has developed a computer based system which addressed this problem. It is called CHOICES. A client can sit down at a CHOICES terminal and feed in his or her aptitudes, interests, salary expectations, academic accomplishments etc. and the computer will feed back possible occupations. The U.S. Department of Labour has hailed CHOICES as the foremost occupational guidance tool.

- The second "need" and one to which the Commission is devoting extensive effort is the development of an effective employment counselling training program for counsellors. Whilst the Commission and its predecessors have been involved in the practice of counselling, it is fair to say that there has not been adequate training of staff. This deficiency impacts particularly in our ability to assist those clients who are having difficulty in integrating satisfactorily into the labour force. It goes without saying that this is a high priority indeed.

The second area I would like to discuss relates to what we term "special needs clients". These are those people who require extensive counselling and/or program application to assist them to obtain or retain productive employment. Such work is at the same time

both very rewarding as well as cost-intensive. I would be less than forthright if I were to say that I am fully satisfied with the Commission's ability to assist such clientele. I think that there are a number of elements to improving performance:

- firstly as I mentioned is the issue of the quality of our counselling and the need for training programs;
- secondly, and equally important it seems to me, is the need for dedicated resources. As I mentioned providing meaningful assistance to such clientele is time consuming and I am afraid that it is the activity that suffers from resource restraint or competing priorities. This factor is one of the major reasons why, in establishing the Women's Counselling Units (that I recently announced and which are designed to assist women with particular employment problems).

I have stipulated that resources cannot be reallocated without the personal authorization of the regions' most senior executive. These pilot units will be closely monitored, I have asked that formal evaluations be conducted and that I receive monthly status reports. If there are successful, as I believe they will be, then I would intend to seek resources to permit the CEIC to provide equivalent quality service to all clients with significant employment related problems.

Whilst there are many elements to improving our performance vis-à-vis the employment-disadvantaged, I believe the two I mentioned... good counselling and increased dedicated resources are the keys.

Whilst on the subject of "Special Needs Clients" I want to refer to the Outreach Program. Outreach, as you know, funds community-based groups to provide employment related services to those clientele that the CEC's have not been effectively reaching. The role of the projects is to develop effective ways to "reach" this particular clientele, for subsequent adoption by the local CEC. It is not the role of projects to serve such clientele on a long term basis... that is the role of the CEC's and it is their responsibility to adapt their methods of operation to incorporate the lessons learned from Outreach.

Outreach then, is an essential tool to assist in meeting the employment-related needs of Target Groups. As a result it is very popular and does experience funding limitations that we all regret.

The third area I wanted to mention in these introductory remarks is that of Affirmative Action. If I can put the issue in its simplest terms, all the counselling and training of clients will come to nought if employers do not hire them, or do not facilitate their progression through their organization.

Affirmative Action is a technique or process by which employers review their employment practices to determine if they are inadvertently discriminating against women and minorities and to develop a plan to make their employment profile more representative of the population.

Affirmative Action is not solely a program of social justice. As you know, employment and population projections for the latter half of the 1980s point to the fact that we will require much increase participation by women and minorities if we are to fill jobs vacancies which will become available. Clearly then Affirmative Action must also be seen as an economic program.

The implementation of Affirmative Action in Canada has been slower than originally anticipated. I think that this is not so much a commentary on the attitudes of employers in Canada, but it rather reflects the perceptions of the American experience over its 15 year evolutionary period.

In addition I am sure that the differences between the Canadian and U.S. programs are not well known. The Canadian model of Affirmative Action recognizes the Canadian preference for targets, as opposed to quotas, and for non-regulatory negotiations. As members know I am committed to the notion of compulsory Affirmative Action, but I am also aware that a great deal of public discussion must take place ahead of time in order to develop a better understanding in

Canada about the Canadian model, and how best a compulsory program might be implemented.

I am deeply committed to the Affirmative Action approved as the best and most thorough means of ensuring that discrimination, whether intentional or otherwise is eliminated from the work place.

Let me now turn to the Unemployment Insurance Program.

In my opening remarks, I commented briefly on the resources being requested for the on-going administration of the unemployment insurance program which are included in the Main Estimates for 1981-82.

I would now like to deal specifically with our initiatives to improve the administration of UI. Members will no doubt recall observations contained in reports presented by the Auditor-General to Parliament. Members are as well increasingly aware, as I am, of the difficulties we face in administering an increasingly complex program. Principally as a result of the observations from the AG, the Commission has been developing a series of initiatives designed to address his main findings. In addition, there is the high level Task Force I announced last summer.

The initiatives constitute an eleven-point strategy, which I have already explained in previous appearances before this Committee. Some are already in operation. Others will begin to be put in place this fiscal year. The objectives sought by these initiatives are to maintain and improve our level of service to the public in what has to be described as a tight financial environment -- to improve the quality of service in our delivery of programs and to eventually reduce UI overpayments and underpayments by one-third.

Another objective is the continuing modernization of both service and control systems by implementing new telecommunications and computer technologies.

The impact of computer technology to improve both service and control is already being felt in the unemployment insurance program. After thorough testing of the insurance on-line system in Ottawa-Hull, it is now operating in Moncton, serving the four Atlantic provinces.

Besides improving service to the public by providing quick access to the current status of claims, the on-line system significantly improves control over the flow of program funds. Its fact action vastly improves stop-payment, disqualification and disentitlement activities.

To appreciate the scope and complexity of what we are undertaking, it is important to understand the magnitude of the UI program. In 1980, over \$4.3 billion in unemployment insurance benefits was paid to some 2.5 million claimants. UI is a vast program. The Commission's mandate is to administer a complex Act requiring the delivery of service through a dynamic and decentralized management structure involving over 500 offices in all areas of Canada. Improvements can therefore only happen if the groundwork is carefully prepared.

In this context, then, I would like to outline some of the main programs and systems that will help the Commission provide better service to claimants and improve control over the flow of UI funds in the coming year.

Report on Hirings was launched in all regions last year. It is the program aimed at quickly finding unreported work and earnings by unemployment insurance claimants. Failure to report work and earnings is a major cause of overpayments.

Our objective was to have 50,000 employers reporting their hirings to the Commission. At the end of March, some 47,000 employers were already taking part in the manual ROH program. They had reported over 356,000 hirings of UI claimants. At the end of March the Commission had established some 13,000 overpayments valued at close to \$2.0 million as a result of the ROH program.

Initiatives to reduce errors by employers on the Record of Employment include improved awareness programs for employers and training for CEIC personnel involved with the ROE, extensive direct mail of explanatory literature, refined local office procedures and the identification of ROE specialists in the field.

It is anticipated that increasing the exposure of employers' personnel and payroll staffs to information and technical assistance on the Record of Employment should significantly reduce the incidence of errors which cause overpayments.

In local offices, new procedures for assuring and controlling the quality of the adjudication of claims were brought in last year. These new procedures ensure and verify, the completeness, accuracy and timeliness of the administration of UI claims. They are being implemented to the extent allowed by current resources.

These are the main initiatives underway to improve both the quality of service and the ability to control and reduce overpayments.

All of these major initiatives that I have just described call for the application of additional resources which are not included in these estimates. We are currently reviewing plans for the most effective ways for introducing these measures,

Before concluding and proceeding to expand on some of these points by the questions that Honourable Members will likely want to ask, I should briefly mention the status of the report from the high level task force which I appointed last summer, to review the Unemployment Insurance Program.

Members are no doubt aware of the premature release of the Task Force report which has generated speculation about possible changes that might be made to the Unemployment Insurance Program.

This premature release is regrettable, particularly because of the comments made by the Leader of the New Democratic Party. These comments focussed on selected aspects of the report which has led to a misinterpretation of its content. More objective reports have since made the point that the draft Task Force reports in fact were more balanced and in any event no decisions have been made insofar as the final proposals will be.

Moreover, I want to make it clear that we plan to engage in extensive consultations with Provincial governments, and organizations in the private sector before any final recommendations are made to Cabinet.

I would not propose today to deal with specific questions arising from these Task Force reports. There will be ample opportunity for members of this committee to focus on their content and recommendations when the consultative process has been concluded and specific recommendations have been agreed to by the Government.



Minister
Employment and Immigration

Ministre
Emploi et Immigration

For Release

Pour publication

ect

Date
Sujet

NOTES FOR AN ADDRESS

BY THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA

AND

MINISTER OF STATE RESPONSIBLE FOR THE STATUS OF WOMEN

TO THE

UNIVERSITY AND COLLEGE PLACEMENT ASSOCIATION

OTTAWA, ONTARIO

JUNE 8, 1981



PLEASE CHECK AGAINST DELIVERY

WE ARE ON THE VERGE OF SOME VERY EXCITING LABOUR MARKET POSSIBILITIES IN THE 1980s. THE WHOLE WORLD OF WORK IS CHANGING. JOBS WHICH WERE CONSIDERED EXOTIC ONLY FIVE YEARS AGO ARE NOW ROUTINELY ADVERTISED IN THE DAILY PAPERS. IN SEVERAL INDUSTRIES AND IN SOME REGIONS OF CANADA, JOBS ARE DRYING UP AND PEOPLE ARE WONDERING WHAT THEIR ECONOMIC FUTURE HOLDS.

THERE ARE A NUMBER OF FUTURE SCENARIOS. ON THE ONE HAND, THERE IS THE POSSIBILITY FOR A MAJOR BREAKTHROUGH TO A SITUATION APPROACHING FULL EMPLOYMENT IN CANADA. THERE IS THE OPPORTUNITY TO PROVIDE SKILLS AND JOB OPENINGS FOR CANADIANS WITH EMPLOYMENT DISADVANTAGES - THE DISABLED, NATIVE PEOPLE, PEOPLE WHO HAVE TRADITIONALLY BEEN ISOLATED IN CERTAIN EMPLOYMENT GHETTOS. WE CAN FORESEE A CONTINUING SHIFT TO HIGHER SKILL, HIGHER PAYING JOBS AND BETTER WORKING CONDITIONS.

ON THE OTHER HAND THOUGH, IT'S ALSO POSSIBLE TO PAINT A REALLY DISTURBING SCENARIO. TECHNOLOGICAL CHANGES RELATED TO THE MICRO ELECTRONICS REVOLUTION CAN MAKE LARGE NUMBERS OF JOBS REDUNDANT. SHIFTS IN THE LOCATION OF ECONOMIC ACTIVITY MAY CAUSE SEVERE SKILL BOTTLENECKS, DRIVING UP WAGES, SHORT-CHANGING PRODUCTION, AND SENDING INFLATIONARY SHOCKS THROUGHOUT THE ECONOMY. PEOPLE WITHOUT APPROPRIATE SKILLS MAY COME FLOODING ON TO THE LABOUR MARKET TO FIND ONLY FRUSTRATION AND, EVENTUALLY, ALIENATION.

THE POINT IS THAT WE HAVE THE OPPORTUNITY AND, INDEED, THE RESPONSIBILITY TO DEFINE THE SHAPE OF THINGS TO COME. I BELIEVE WE CAN MAKE A BREAKTHROUGH ON THE EMPLOYMENT FRONT THIS DECADE. I DON'T THINK THE DOOMSAYERS ARE ON THE RIGHT TRACK. BUT I DO THINK THAT SOME HARD CHOICES ARE NECESSARY IF WE ARE GOING TO TURN THE OPTIMISTIC SCENARIO INTO REALITY.

WHEN YOU THINK ABOUT THE IMPORTANCE OF THESE CHOICES, BOTH FOR THE CANADIAN ECONOMY AND FOR INDIVIDUALS, IT IS SURPRISING HOW POORLY WE UNDERSTAND THE DYNAMICS OF THE WORLD OF WORK. WE DON'T SPEND ENOUGH TIME TALKING ABOUT THE CHANGING WORLD OF WORK. AFTER ALL, A JOB IS THE TALISMAN OF MODERN MAN AND MODERN WOMEN. IN CASUAL CONVERSATION THE FIRST TWO QUESTIONS THAT STRANGERS ARE LIKELY TO ASK EACH OTHER IS "WHAT 'S YOUR NAME?" AND "WHAT DO YOU DO?" YET THE FUNDAMENTAL IMPORTANCE OF SKILLS AND JOBS SEEMS NOT TO HAVE BEEN TRANSLATED INTO A THOROUGH, PRACTICAL UNDERSTANDING OF HOW OUR LABOUR MARKETS ACTUALLY OPERATE AND WHAT NEW POLICIES AND PROGRAMS WE CAN DEVELOP TO IMPROVE OPPORTUNITIES IN THE FUTURE.

PERHAPS THIS IS BECAUSE WE ARE OVERLY PREOCCUPIED WITH MATTERS OF TECHNOLOGY, CAPITAL, FINANCE, TRADE AND MACRO-ECONOMICS. PEOPLE AND THEIR WORK PATTERNS ARE CONSIDERED ALMOST AN AFTERTHOUGHT. JUST ASK YOURSELF WHO HAS MORE CLOUT IN A MODERN CORPORATION, THE VICE-PRESIDENT OF PERSONNEL OR THE VICE-PRESIDENT FOR MARKETING OR FINANCE.

TO RIGHT THIS IMBALANCE AND TO SEE IF THERE WERE WAYS TO MOVE CLOSER TO A FULL EMPLOYMENT ECONOMY WITH A FAIRER DISTRIBUTION OF OPPORTUNITIES, I COMMISSIONED A TASK FORCE TO LOOK AT LABOUR MARKETS IN THE 1980s. THE TIME WAS RIGHT FOR SUCH AN EXAMINATION SINCE THERE HAS NOT BEEN A THOROUGH NATIONAL STUDY OF THE WHOLE QUESTION SINCE THE 60s. FURTHERMORE, THERE ARE A NUMBER OF ALARMS BEING SOUNDED: CRITICAL SKILL SHORTAGES CO-EXISTING WITH LARGE SCALE UNEMPLOYMENT; FEAR FOR JOBS IN THE PATH OF TECHNOLOGICAL CHANGE. OUT OF THE TASK FORCE WORK, THE FEDERAL GOVERNMENT WILL VERY SHORTLY PRESENT A NUMBER OF RECOMMENDATIONS RELATING TO WORK THAT I EXPECT WILL STIMULATE HONEST AND SERIOUS DEBATE.

THE FINDINGS OF THE TASK FORCE FIT DIRECTLY INTO THE CONCERNS OF THIS CONFERENCE BECAUSE THE CENTRAL MESSAGE OF THE NEW ANALYSIS IS THAT THE LABOUR FORCE AND LABOUR ADJUSTMENTS OF THE 80s WILL BE QUITE DIFFERENT FROM THOSE WE HAVE BECOME ACCUSTOMED TO IN THE LAST TWO DECADES.

IN THE 60s and 70s OUR MAIN PREOCCUPATION WAS WITH THE VAST NUMBERS OF YOUNG PEOPLE ENTERING THE LABOUR FORCE FOR THE FIRST TIME.

IN THE 80s, LABOUR FORCE GROWTH WILL SLOW SUBSTANTIALLY AND THE COMPOSITION OF GROWTH WILL BE VERY DIFFERENT. CLOSE TO 70 PERCENT OF LABOUR FORCE GROWTH WILL COME FROM INCREASED

NUMBERS OF ADULT WOMEN. THERE WILL ALSO BE RAPID GROWTH OF THE NATIVE LABOUR FORCE. IN MY PART OF THE COUNTRY, IN WESTERN CANADA, NATIVE PEOPLE WILL MAKE UP 20 PERCENT OF LABOUR FORCE GROWTH. IN CITIES LIKE WINNIPEG AND REGINA, NATIVE PEOPLE WILL MAKE UP 30 PERCENT OF GROWTH. FINALLY, SINCE THE OVERALL LABOUR FORCE GROWTH RATE IS DROPPING AND THE LABOUR FORCE IS BECOMING INCREASINGLY MATURE, THERE WILL BE A GREATER NEED FOR ADAPTATION AND ADJUSTMENT ON THE PART OF ADULT WORKERS.

ON THE LABOUR DEMAND SIDE, THERE ARE SOME EQUALLY DRAMATIC CHANGES. THERE WILL BE A SHIFT IN EMPLOYMENT GROWTH AWAY FROM THE SERVICE SECTOR AS GOODS PRODUCING INDUSTRIES ACCOUNT FOR A LARGER PROPORTION OF EMPLOYMENT GROWTH. THERE WILL BE A SLOWER GROWTH IN DEMAND FOR CLERICAL WORKERS DUE TO CHANGING OFFICE TECHNOLOGY AND SLOWER GROWTH IN OCCUPATIONS SUCH AS HEALTH, EDUCATION AND PUBLIC ADMINISTRATION. FINALLY, THERE WILL BE LARGE REGIONAL SHIFTS, MAINLY TO WESTERN CANADA, BUT ALSO, BY THE LATE 1980s, TO NEWFOUNDLAND AND NOVA SCOTIA. WE WILL SEE AN ANNUAL NET FLOW OF AT LEAST 40,000 WORKERS GOING TO WESTERN CANADA EACH YEAR. UP TO 20 PERCENT OF THE UNIVERSITY AND COLLEGE GRADUATES FROM CENTRAL AND EASTERN CANADA WILL GO WEST.

I AM SORRY I DON'T HAVE TIME TO DEVELOP SOME OF THESE PREDICTIONS IN MORE DETAIL. IF YOU ARE INTERESTED, I WOULD ASK YOU TO WATCH FOR THE RELEASE OF THE TASK FORCE DOCUMENTS IN A FEW WEEKS TIME. I THINK YOU WILL SEE THOUGH,

FROM THE VERY BRIEF SKETCH I HAVE MADE HERE, THAT NEW APPROACHES ARE NEEDED, THAT WE REALLY DO HAVE TO APPROACH LABOUR MARKET ISSUES OF THE 80s IN A SPIRIT OF REFORM.

BECAUSE IF WE DON'T, IF WE STAY WITH THE STATUS QUO, THERE IS A GOOD CHANCE WE WILL SLIDE INTO VERY SERIOUS IMBALANCES. FOR EXAMPLE, JUST AT THE TIME WHEN WOMEN ARE MAKING UP A MAJOR PROPORTION OF LABOUR FORCE GROWTH, THE SERVICE INDUSTRIES THAT HAVE TRADITIONALLY EMPLOYED THEM WILL EXPERIENCE SLOWER GROWTH. OF COURSE, THIS SITUATION IS NOT NECESSARILY A PROBLEM. IT CAN BE A GREAT OPPORTUNITY BECAUSE WITH THE RIGHT SKILLS AND THE RIGHT MIX OF SUPPORT POLICIES THERE WILL BE OPPORTUNITIES FOR WOMEN TO MOVE INTO MUCH HIGHER SKILL, HIGHER PAYING JOBS THAN THOSE THEY HAVE TRADITIONALLY HELD. THE KEY IS TO ADOPT NEW APPROACHES AND TO FOSTER NEW ATTITUDES IN THE WORK FORCE AND IN THE WORK PLACE.

WE NEED TO LOOK PRETTY CLOSELY AT THE ATTITUDES AND THE INSTITUTIONS THAT SHAPE CAREER DECISIONS. I CAN ILLUSTRATE WITH A BRIEF DISCUSSION OF THE WHOLE GROUP OF OCCUPATIONS WHICH REQUIRE UNIVERSITY EDUCATION. IN THE 1980s THERE IS LIKELY TO BE AN EXCESS SUPPLY OF THESE HIGHLY QUALIFIED PEOPLE. WE PREDICT AN OVERALL SURPLUS OF ABOUT 15,000 PER YEAR, OR ROUGHLY 10 PERCENT OF THE GRADUATING CLASS.

WITHIN THE HIGHLY QUALIFIED GROUP AS A WHOLE, HOWEVER, IT IS PROBABLE THAT PARTICULAR OCCUPATIONAL GROUPS WILL BE UNDER SEVERE DEMAND PRESSURE. A NUMBER OF STUDIES HAVE PREDICTED SHORTAGES IN THE ENGINEERING FIELD FOR EXAMPLE. THESE KINDS OF IMBALANCES PLACE A REAL CONSTRAINT ON ECONOMIC GROWTH. JUST AS SERIOUS IS THE FACT THAT YOUNG PEOPLE WITH SKILLS THAT ARE NOT IN DEMAND WILL FEEL GREAT FRUSTRATION AND DISAPPOINTMENT ONCE IN THE LABOUR MARKET. THE IMBALANCES IN THE HIGHLY QUALIFIED OCCUPATIONS POINT OUT THE NEED TO MAKE HARD CHOICES; TO BEGIN RESTRUCTURING INSTITUTIONS OF HIGHER EDUCATION AND ENSURING THAT THEY ARE MORE IN TUNE WITH THE REQUIREMENTS OF THE ECONOMY.

A BASIC PART OF THE SOLUTION TO THESE KINDS OF IMBALANCES IS TO MAKE CERTAIN THAT YOUNG PEOPLE WHO ARE CHOOSING CAREERS AND DESIGNING THEIR EDUCATION PROGRAMS, GET GOOD INFORMATION ON CAREER PROSPECTS AND GOOD COUNSELLING ON HOW TO MOVE INTO CAREERS. WE ALSO NEED TO DEVOTE MORE ATTENTION TO PROVIDING THE INFORMATION AND COUNSELLING THAT CAN ENABLE PEOPLE TO MOVE INTO SECOND OR SUCCESSIVE CAREERS. THE NEED TO PROVIDE LABOUR MARKET INFORMATION AND RETRAINING FOR TEACHERS ILLUSTRATES THIS LAST POINT. I UNDERSTAND IT IS A TOPIC WHICH YOUR CONFERENCE WILL COVER.

ONE OF THE CRITICAL REQUIREMENTS FOR IMPROVING CAREER CHOICES AND CAREER COUNSELLING IS LABOUR MARKET INFORMATION.

BETTER METHODS OF COMMUNICATING SUCH INFORMATION ARE REQUIRED TO SHAPE A NEW SET OF ATTITUDES AND TO SUPPORT NEW LABOUR MARKET PROGRAMS.

MY ASSESSMENT IS THAT OUR PRESENT SYSTEM OF SUPPLYING LABOUR MARKET INFORMATION IS QUITE PRIMITIVE, AT LEAST IN RELATION TO THE TECHNOLOGY NOW AVAILABLE. WE DON'T HAVE A GOOD NATIONAL SYSTEM TO GET JOB INFORMATION TO JOB HUNTERS, SKILLS INFORMATION TO EMPLOYERS AND LONGER RANGE PLANNING INFORMATION TO BUSINESS, LABOUR, EDUCATIONAL INSTITUTIONS AND TO THE GENERAL PUBLIC. WE MUST DO A MUCH BETTER JOB OF PUTTING THE CHOICES INTO THE HANDS OF PEOPLE.

WE ALREADY HAVE SOME OF THE ELEMENTS WHICH COULD BE PUT TOGETHER TO CREATE A MORE EFFECTIVE SYSTEM. WE HAVE THE COMPUTERIZED "CHOICES" SYSTEM WHICH CAN PROVIDE A MEANS TO MATCH APTITUDES AND INTERESTS TO JOB OPPORTUNITIES. WE HAVE THE "MOPS" SYSTEM - THE COMPUTER BASED JOB ORDER SYSTEM NOW OPERATING IN VANCOUVER, HAMILTON, TORONTO AND OTTAWA-HULL. WE HAVE THE NATIONAL JOB BANK WHICH LISTS ABOUT 5,000 HARD-TO-FILL JOBS ACROSS THE COUNTRY. SOME OF THIS TECHNOLOGY IS ON DISPLAY HERE AT THIS CONFERENCE.

MY INTENTION IS TO PUT THESE PIECES TOGETHER INTO A TRULY NATIONAL LABOUR MARKET INFORMATION SYSTEM AND EVEN TO DEVELOP SOME PARTS OF THE SYSTEM MUCH FURTHER. ONE IDEA IS

PLACE T.V. TERMINALS IN LOCATIONS WHERE EMPLOYERS AND JOB SEEKERS COULD TIE INTO THE SYSTEM DIRECTLY. IF TERMINALS WERE PLACED IN THE OFFICE OF MAJOR EMPLOYERS, THEY COULD ENTER JOB ORDERS DIRECTLY, SAVING STAFF TIME IN THE EMPLOYMENT CENTRES AND INCREASING THE POTENTIAL USAGE. ON THE EMPLOYEE SIDE, JOB INFORMATION CENTRES WITH T.V. MONITORS COULD BE ESTABLISHED IN STOREFRONT LOCATIONS - IN SHOPPING MALLS, STUDENT UNION OR DEPARTMENTAL OFFICES ON UNIVERSITY CAMPUSES OR IN ASSOCIATION WITH POSTAL SUBSTATIONS - TO VASTLY EXPAND ACCESS TO THE SYSTEM. THE ULTIMATE STEP IN THIS PROCESS WOULD BE TO ENABLE TIE-INS ON T.V. MONITORS IN THE HOME.

THE ADOPTION OF THIS TYPE OF SYSTEM WOULD ALSO HAVE SOME VERY ATTRACTIVE SPIN-OFF BENEFITS. IT WOULD FREE UP STAFF IN MY OWN COMMISSION WHO ARE NOW SPENDING A LARGE PART OF THEIR TIME REGISTERING AND UPDATING JOB INFORMATION. THESE PEOPLE COULD DEVOTE MUCH MORE OF THEIR TIME TO THE SPECIAL NEEDS OF WOMEN RE-ENTERING THE LABOUR MARKET, TO NATIVE PEOPLE AND TO THE DISABLED. MY DEPARTMENT STAFF COULD ALSO BEGIN TO BE MUCH MORE ACTIVE IN GETTING OUT TO TALK TO EMPLOYERS IN AN EFFORT TO CHANGE THE STRUCTURE OF DEMAND FOR WORKERS.

THE OTHER PART OF THE LABOUR MARKET INFORMATION ISSUE IS THE NEED FOR HIGH QUALITY LABOUR MARKET INTELLIGENCE ON MEDIUM TERM OR LONG TERM DEVELOPMENTS. HERE AGAIN, WE HAVE THE BEGINNINGS OF A STRATEGY. OVER THE LAST TWO MONTHS

I HAVE SIGNED SPECIAL AGREEMENTS WITH FOUR MAJOR INDUSTRIAL SECTORS - AEROSPACE, COAL MINING, MINING AND SHIPBUILDING AND MORE AGREEMENTS ARE BEING NEGOTIATED. THESE AGREEMENTS ESTABLISH A FRAMEWORK FOR LONGER TERM PLANNING AND DEVELOPMENT OF SKILLS REQUIRED FOR INDUSTRIAL GROWTH AND ADJUSTMENT. THE NEXT STEP IS TO SEE HOW THIS INITIATIVE MIGHT BE EXPANDED INTO A NATIONAL HUMAN RESOURCE PLANNING SYSTEM WITH CLOSE TIE-INS TO EDUCATIONAL AND TRAINING INSTITUTIONS.

THESE IDEAS ARE EXAMPLES OF A POSITIVE RESPONSE TO THE NEW SET OF CHALLENGES POSED BY LABOUR MARKETS IN THE 80s. AND MAKE NO MISTAKE, OUR RESPONSE TO THESE LABOUR MARKET CHALLENGES WILL BE A CRUCIAL TEST FOR PUBLIC POLICY. LABOUR MARKET POLICY CALLS, BY ITS VERY NATURE, FOR A SUBSTANTIAL GOVERNMENT ROLE IN AN ERA WHEN GOVERNMENT RESTRAINT AND RETRENCHMENT SEEM TO BE THE ORDERS OF THE DAY. BUT I WOULD ARGUE THAT CANADA'S LABOUR MARKET POLICIES ARE ONE OF THE KEYS TO CONTROLLING INFLATION THROUGH ELIMINATING SKILL BOTTLENECKS AND EXPANDING THE SUPPLY OF GOODS, TO SPURRING GROWTH AND TO A FAIRER DISTRIBUTION OF INCOME.

I WANT TO UNDERLINE THIS LAST POINT. LABOUR MARKET POLICIES ARE A POWERFUL TOOL TO ACHIEVE SOCIAL EQUITY. TWO OBSERVATIONS HERE. FIRST, FOR AN INDIVIDUAL THE BEST HEDGE AGAINST INFLATION IS A GOOD JOB. SECOND, UNEMPLOYMENT IN CANADA IS VERY HEAVILY CONCENTRATED IN CERTAIN SEGMENTS OF

OF THE LABOUR MARKET - AMONG THE DISABLED, AMONG NATIVE PEOPLE, AMONG WOMEN, AMONG YOUNG PEOPLE. WITH A SLOWER GROWING LABOUR FORCE AND RAPIDLY EXPANDING OPPORTUNITY IN HIGH SKILL, HIGH PAYING OCCUPATIONS, WE HAVE A REALLY EXCITING CHALLENGE IN CANADA. WE HAVE THE OPPORTUNITY TO MAKE A BREAKTHROUGH IN THE EMPLOYMENT OF THE DISADVANTAGED. THE FEDERAL GOVERNMENT IS DETERMINED TO MAKE THIS HAPPEN.

WE ARE NOW IN THE POSITION TO GET ON WITH THE JOB. I WILL SOON BE TABLING MY TASK FORCE REPORTS IN PARLIAMENT. MR.ALLMAND'S SPECIAL COMMITTEE ON EMPLOYMENT OPPORTUNITIES IN the 80s WILL ALSO RELEASE ITS REPORT SOON. WITH THESE EXAMINATIONS AS THE BASIS FOR DISCUSSION WE CAN BEGIN A FAR-REACHING PROCESS OF REFORM. AND THE AREAS FOR REFORM ARE AREAS THAT YOUR CONFERENCE IS VITALLY CONCERNED WITH. I WISH YOU WELL IN YOUR DELIBERATIONS AND TRUST THAT EACH OF YOU WILL COME AWAY FROM THE CONFERENCE WITH IDEAS ON NEW APPROACHES WHICH CAN BE TESTED IN YOUR OWN AREA OF WORK.



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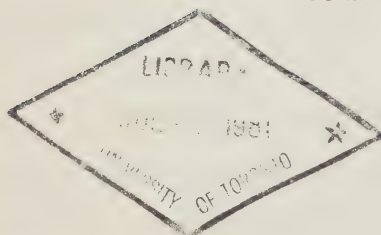
MINISTER RESPONSIBLE FOR THE STATUS OF WOMEN

TO THE

REGINA CHAMBER OF COMMERCE

REGINA, SASKATCHEWAN

JUNE 10th, 1981



PLEASE CHECK AGAINST DELIVERY

Canada

OVER THE NEXT FEW YEARS CANADIANS ARE GOING TO BE PARTICIPATING IN SOME TRULY HISTORIC DEVELOPMENTS. WITH ALL THE DEBATE AND THE HIGH POWERED POLITICAL MANOEUVERINGS ON CONSTITUTIONAL REFORM WE ARE ONLY NEARING THE END OF THE FIRST PHASE. ONCE THE BNA ACT IS BROUGHT HOME, GOVERNMENTS WILL GET DOWN TO THE BUSINESS OF DESIGNING AN AMENDING FORMULA, DECIDING ON THE DISTRIBUTION OF ECONOMIC POWERS AND REFORMING POLITICAL INSTITUTIONS SUCH AS THE SENATE. REFORMS SUCH AS THESE WILL SET A NEW FRAMEWORK FOR OUR COUNTRY.

ANOTHER EXAMPLE IS THE ENERGY SECTOR WHERE WE ARE GOING TO SEE THE DEVELOPMENT OF MAJOR NEW SUPPLIES, THE CONSTRUCTION OF MASSIVE PRODUCTION FACILITIES, AND THE STEADY DIFFUSION OF ENERGY CONSERVATION AND ALTERNATE ENERGY TECHNOLOGY. WE ARE ALSO GOING TO SEE A SUBSTANTIAL CANADIANIZATION OF THE ENERGY INDUSTRY AND A WIDENING PARTICIPATION BY CANADIAN CITIZENS.

BUT TO ME ONE OF THE MOST INTERESTING SET OF CHANGES WILL OCCUR IN THE WHOLE WORLD OF WORK. BASIC CHANGES ARE HAPPENING RIGHT NOW IN OUR WORK FORCE AND IN THE WORK PLACE. THE TYPES OF WORKERS COMING INTO THE LABOUR MARKET, THE ATTITUDES OF WORKERS, THE QUALITY AND AMOUNT OF WORK, THE LOCATION OF WORK - ALL THESE THINGS ARE CHANGING RAPIDLY. AND SOME OF THESE CHANGES ARE GOING TO AFFECT WESTERN CANADA MORE STRONGLY THAN ANY OTHER REGION OF THE COUNTRY.

MY IMPRESSION IS THAT WE DON'T SPEND ENOUGH TIME TALKING ABOUT THE CHANGING WORLD OF WORK. THIS IS UNFORTUNATE BECAUSE IN OUR SOCIETY WORK GIVES MEANING AND MEASURE TO OUR LIVES. PERHAPS WORK IS A NEGLECTED TOPIC BECAUSE WE ARE MORE COMFORTABLE WITH TECHNICAL MATTERS; CAPITAL, MONEY SUPPLIES, TRADE, NEW TECHNOLOGY. WORK, ON THE OTHER HAND, IS INFINITELY MORE DIFFICULT TO COME TO GRIPS WITH BECAUSE WORK IS PEOPLE WITH THEIR UNPREDICTABILITY, THEIR DREAMS, THEIR MOODS AND THEIR WISH TO BE CONSULTED AND INFORMED. IN ANY EVENT, THE FUNDAMENTAL IMPORTANCE OF WORK HASN'T LED TO A WELL-GROUNDED UNDERSTANDING OF HOW LABOUR MARKETS ACTUALLY OPERATE AND WHAT ADAPTATION IS REQUIRED TO COPE WITH ECONOMIC AND TECHNOLOGICAL CHANGES WE KNOW ARE COMING.

IN RESPONSE TO THIS DEFICIENCY, I COMMISSIONED A TASK FORCE TO UNDERTAKE A COMPREHENSIVE LOOK AT THE CHANGING WORLD OF WORK. THE TIME SEEMED PARTICULARLY APPROPRIATE SINCE THERE WERE ALARMS SOUNDING ABOUT PROBLEMS SUCH AS SKILL SHORTAGES CO-EXISTING WITH LARGE SCALE UNEMPLOYMENT AND THE JOB IMPACTS OF TECHNOLOGICAL CHANGES IN THE MICRO-ELECTRONICS FIELD.

THE TASK FORCE REPORT IS NOW ALMOST COMPLETE AND THE FINDINGS RAISE SOME PROFOUND QUESTIONS ABOUT WHERE WE WILL GO WITH LABOUR MARKET POLICIES IN THE 1980s. WHEN THE REPORT IS RELEASED I AM ANTICIPATING SOME SERIOUS AND HONEST DEBATE ON THE ISSUES.

THE CENTRAL MESSAGE COMING OUT OF THE TASK FORCE WORK IS THAT LABOUR FORCE ADJUSTMENTS IN THE 1980s WILL BE SUBSTANTIALLY DIFFERENT FROM THOSE WE HAVE EXPERIENCED IN THE 1960s and 1970s.

ON THE LABOUR SUPPLY SIDE WE CAN MAKE SOME PRETTY SOUND PREDICTIONS.

- . WE PREDICT SIGNIFICANTLY SLOWER LABOUR FORCE GROWTH -- LESS THAN 2 PERCENT PER YEAR COMPARED TO ABOUT 3.3 PERCENT OVER THE 1970s. AS AN ILLUSTRATION, WE HAVE PROJECTIONS WHICH SHOW THAT THE NUMBER OF PEOPLE ENTERING THE LABOUR FORCE FROM SASKATCHEWAN'S EDUCATION SYSTEM PEAKED IN 1978 AT ABOUT 18,000 PER YEAR AND MAY DECLINE TO ABOUT 15,000 PER YEAR BY 1987.
- . WE PREDICT THAT ABOUT 70 PERCENT OF LABOUR FORCE GROWTH WILL COME FROM INCREASED NUMBERS OF ADULT WOMEN WHILE THE YOUTH LABOUR FORCE WILL ACTUALLY DECLINE IN OVERALL PROPORTIONS. IN SASKATCHEWAN, ABOUT 50 PERCENT OF WORKING AGE WOMEN ARE NOW IN THE LABOUR FORCE. IN 1961, THE PARTICIPATION RATE WAS ONLY 25 PERCENT; THIS TREND WILL CONTINUE.
- . WE PREDICT RAPID GROWTH OF THE NATIVE LABOUR FORCE OVER THE DECADE, PARTICULARLY IN THE WEST. IN SASKATCHEWAN NATIVE PEOPLE WILL MAKE UP ABOUT 20 PERCENT OF LABOUR FORCE

GROWTH; ONE OUT OF EVERY FIVE NEW WORKERS WILL BE A PERSON OF NATIVE ANCESTRY. FOR REGINA, WE ARE PREDICTING THAT 30 PERCENT OF LABOUR FORCE GROWTH WILL BE ACCOUNTED FOR BY NATIVE PEOPLE. BY 1990, ABOUT 13 PERCENT OF SASKATCHEWAN'S LABOUR FORCE WILL BE OF NATIVE ANCESTRY.

- . WE PREDICT THAT AGING OF THE LABOUR FORCE WILL REQUIRE MORE ADAPTATION AND ADJUSTMENT ON THE PART OF ADULT WORKERS.
- . WE PREDICT THAT INCREASED OPPORTUNITY WILL HAVE TO BE MADE AVAILABLE TO WOMEN AND NATIVE PEOPLE IN INDUSTRIES IN WHICH THEY ARE NOW UNDERREPRESENTED IF WE ARE TO AVOID WIDENING DISPARITIES IN THE UNEMPLOYMENT RATES SUFFERED BY THESE GROUPS.

ON THE LABOUR DEMAND SIDE WE CAN ALSO MAKE SOME INTERESTING PREDICTIONS.

- . WE PREDICT A LARGER PROPORTION OF EMPLOYMENT GROWTH FROM THE GOODS PRODUCING INDUSTRIES. THE SERVICE SECTOR, WHICH HAS BEEN THE CHIEF GENERATOR OF NEW EMPLOYMENT IN THE LAST TWO DECADES, WILL ACCOUNT FOR LESS EMPLOYMENT GROWTH. EVEN HERE THOUGH, THERE WILL BE STRENGTH IN BUSINESS SERVICES SUCH AS ENGINEERING CONSULTANTS AND COMPUTER SERVICES.

- . WE PREDICT CONSIDERABLE ADJUSTMENT DIFFICULTY FOR MANUFACTURING WITH INCREASED INTERNATIONAL COMPETITION IN STANDARD TECHNOLOGY GOODS SUCH AS AUTOS, TEXTILES AND CLOTHING. CHANGING TECHNOLOGY SUCH AS THE USE OF ROBOTS IN ASSEMBLY OPERATIONS WILL REQUIRE LABOUR ADJUSTMENT. IN SUM, THERE WILL BE A SIGNIFICANT RESTRUCTURING OF CENTRAL CANADA'S ECONOMIC BASE. AT THE SAME TIME WE PREDICT STRONGER DEMAND IN PRIMARY INDUSTRIES LIKE MINING.
- . WE PREDICT SLOWER GROWTH IN DEMAND FOR CLERICAL WORKERS DUE TO NEW OFFICE TECHNOLOGY AND SLOWER GROWTH IN DEMAND FOR WORKERS IN HEALTH, EDUCATION AND PUBLIC ADMINISTRATION.
- . WE PREDICT STRONG OVERALL DEMAND FOR LABOUR IN THE THREE WESTERN-MOST PROVINCES AND RELATIVELY WEAK DEMAND IN THE NON-METROPOLITAN LABOUR MARKETS OF CENTRAL AND EASTERN CANADA. RESOURCE DEVELOPMENT AND ECONOMIC DIVERSIFICATION IN THE WEST ARE GOING TO GENERATE BETWEEN 560,000 AND 700,000 NEW JOBS OVER THE 1980s.

WHAT THESE PREDICTIONS ON LABOUR SUPPLY AND DEMAND ADD UP TO IS THE PROSPECT FOR SOME SEVERE IMBALANCES UNLESS CORRECTIVE ACTIONS ARE TAKEN. THERE ARE REPERCUSSIONS ACROSS THE BOARD: FOR BUSINESS FIRMS, FOR LABOUR UNIONS, FOR JOB HUNTERS

AND JOB HOLDERS, FOR EDUCATIONAL INSTITUTIONS, FOR REGIONS
AND FOR GOVERNMENTS AT ALL LEVELS.

FOR THE WEST ESPECIALLY, A CO-ORDINATED AND EFFECTIVE
RESPONSE IS GOING TO BE CRITICAL. MY ASSESSMENT IS THAT IT'S NOT
RESOURCES, CAPITAL, TECHNOLOGY OR TRANSPORTATION THAT ARE THE
KEYS TO WESTERN DEVELOPMENT THIS DECADE; IT'S PEOPLE AND THE
SKILLS THEY POSSESS AND THE AMBITIONS THEY HAVE.

WESTERN CANADA IS GOING TO GENERATE A VAST DEMAND
FOR WORKERS THIS DECADE AND I WANT TO SEE WESTERNERS FILL AS MANY
OF THOSE JOBS AS POSSIBLE. MORE PARTICULARLY, I WANT TO SEE
THESE NEW JOB OPPORTUNITIES BECOME THE MEANS FOR ADVANCEMENT
OF WESTERN CANADIANS WHO TRADITIONALLY HAVE NOT BEEN ON AN
EQUAL FOOTING IN THE WORLD OF WORK.

ACHIEVING THESE GOALS WILL REQUIRE AN INTEGRATED
PACKAGE OF LABOUR MARKET PROGRAMS TO TARGET ON SPECIAL GROUPS.
NEW COUNSELLING AND PRE-EMPLOYMENT PROGRAMS WILL BE REQUIRED,
A REFORM THAT SHOULD EXTEND BACK INTO THE PRIMARY SCHOOL SYSTEM
WHERE INDIVIDUAL CAREER PATHS BEGIN TO BE DEFINED. NEW
TRAINING PROGRAMS WILL BE REQUIRED TO BRING IN A NEW CLIENTELE
AND TEACH SKILLS IN NEW AND MORE EFFICIENT WAYS. NEW LABOUR
MARKET INFORMATION SYSTEMS WILL BE NEEDED TO GET JOB INFORMATION
TO JOB HUNTERS AND SKILLS INFORMATION TO EMPLOYERS. SUPPORT
SERVICES LIKE DAY CARE WILL HAVE TO BE EXPANDED AND TAILORED

TO THE NEW REALITIES IN THE LABOUR FORCE. THE FEDERAL GOVERNMENT HAS ALREADY TAKEN SOME PROGRESSIVE STEPS IN ALL OF THESE AREAS AND MORE WILL BE PROPOSED.

BUT EFFORTS TO INCREASE THE SUPPLY AND QUALITY OF OUR WORK FORCE ARE NOT ENOUGH. AN ILLUSTRATION COMES FROM RESEARCH DONE IN WINNIPEG WHICH SHOWS THAT BETTER EDUCATED NATIVE WOMEN ARE ABSORBED MORE SLOWLY INTO EMPLOYMENT THAN ARE THE LESS EDUCATED. EMPLOYERS SEEM TO BE WILLING TO HIRE THESE WOMEN TO CLEAN FLOORS AT \$3.50 PER HOUR, BUT ARE UNWILLING TO HIRE THEM AS SECRETARIES AT \$200 PER WEEK! WE MUST ALSO ATTEND TO THE DEMAND SIDE - TO THE WORK PLACE - WHERE THE ACTUAL OPPORTUNITIES ARE, WHERE PRODUCTION OCCURS AND WHERE INCOME IS EARNED. HERE AGAIN, THERE ARE SEVERAL OPTIONS. IN OUR EMPLOYMENT PROGRAM FOR THE DISADVANTAGED, FOR EXAMPLE, WE ARE OFFERING DEEP WAGE SUBSIDIES TO EMPLOYERS WHO HIRE DISABLED WORKERS. THE SUBSIDY, WHICH PHASES OUT OVER A 9 TO 15 MONTH PERIOD, IS DESIGNED TO GIVE THAT CRITICAL FIRST OPPORTUNITY TO PEOPLE WHO HAVE EXPERIENCED SEVERE DIFFICULTIES IN THE WORK FORCE. THIS PROGRAM ALSO OFFERS A SPECIAL GRANT OF UP TO \$5,000 PER EMPLOYER TO ASSIST IN MAKING PHYSICAL ALTERATIONS TO THE WORK PLACE.

ANOTHER WAY OF INCREASING OPPORTUNITIES FOR SPECIAL GROUPS IS TO IMPROVE CORPORATE HUMAN RESOURCE PLANNING THROUGH THE USE OF THE AFFIRMATIVE ACTION PROCESS. PERHAPS I CAN INTERRUPT MYSELF HERE TO EXPLAIN WHY IT HAS TAKEN ABOUT FIFTEEN

MINUTES TO COME ROUND TO THE TOPIC OF TODAY'S MEETING. MY MAIN PURPOSE IN SPEAKING TO YOU TODAY IS TO DEMONSTRATE THAT AFFIRMATIVE ACTION FITS INTO AN OVERALL STRATEGY, THAT IT IS ONE METHOD AMONG MANY OTHERS TO INCREASE OPPORTUNITY IN THE LABOUR MARKET AND ALSO TO INCREASE THE ECONOMIC EFFICIENCY OF FIRMS AND THE ECONOMY. IT HAPPENS TO BE AN EXCEPTIONALLY IMPORTANT MEASURE BECAUSE IT DEALS SYSTEMATICALLY WITH THE ROOT CAUSES OF THE BARRIERS IN OUR EMPLOYMENT SYSTEM AND, AT THE SAME TIME, IMPROVES THE HUMAN RESOURCE PLANNING PROCESS. IN SHORT, I AM TRYING TO MAKE THE CASE THAT THE EQUITY GOALS OF AFFIRMATIVE ACTION ARE SUPPORTED BY THE ECONOMIC IMPERATIVES OF OUR TIME. VIRTUE HAS NOW BECOME NECESSITY.

THE PHRASE AFFIRMATIVE ACTION SENDS UP SIGNALS THAT EITHER FRIGHTEN OR CONFUSE PEOPLE. I THINK THIS IS LARGELY BECAUSE WE STILL CONNECT THE PHRASE WITH SOME OF THE EARLY AMERICAN EXPERIENCES. BUT OUR PRESENT SYSTEM IS QUITE DIFFERENT FROM THE AMERICAN SYSTEM. WE'RE NOT TALKING ABOUT ARBITRARY QUOTAS AND UNREALISTIC DEADLINES. OUR SYSTEM IS BASED ON EMPLOYMENT TARGETS SET AFTER A THOROUGH ANALYSIS OF LABOUR FORCE CONDITIONS WITHIN THE FIRM AND IN THE OVERALL LABOUR MARKET. THE TARGETS ARE ADJUSTED TO TIMETABLES WHICH TAKE INTO ACCOUNT THE AVAILABILITY OF QUALIFIED EMPLOYEES AND THE REQUIREMENT TO TRAIN AND INTEGRATE NEW EMPLOYEES FROM SPECIAL GROUPS.

THE CANADIAN SYSTEM, THEN, AVOIDS THE MOST CONTROVERSIAL ASPECTS OF THE AMERICAN SYSTEM. BUT THERE IS A FURTHER ARGUMENT. EVEN THOUGH U.S. FIRMS ORIGINALLY HAD DIFFICULTIES WITH AFFIRMATIVE ACTION, THERE IS INCREASING EVIDENCE THAT ITS VALUE IS NOW APPRECIATED.

FOR EXAMPLE, A 1979 U.S. CONFERENCE BOARD REPORT CITED THE FOLLOWING BENEFITS OF AFFIRMATIVE ACTION.

"THEY INCLUDE BETTER HUMAN RESOURCE UTILIZATION, IMPROVED MORALE; SOUNDER AND MORE OBJECTIVE PERSONNEL POLICIES AND PRACTICES FOR ALL; AND BOTH CUSTOMER AND COMMUNITY APPROVAL FOR KEEPING PACE WITH CHANGING TIMES. IN SHORT, MANY COMPANIES NOW SAY THAT THE BASIC IDEA OF BEING A TRUE EQUAL OPPORTUNITY EMPLOYER MAKES VERY GOOD BUSINESS SENSE."

SUCH CONCLUSIONS HAVE BEEN SUPPORTED BY THE WARNER LAMBERT COMPANY HERE IN CANADA, ONE OF THE PIONEER FIRMS USING AFFIRMATIVE ACTION. NOVA CORPORATION IN CALGARY ALSO REPORTS GOOD RESULTS WITH THE LOWEST EMPLOYEE TURNOVER RATE IN THE CANADIAN ENERGY INDUSTRY.

AFFIRMATIVE ACTION, THEN, IS A POWERFUL HUMAN RESOURCE PLANNING TOOL; ONE THAT DELIVERS SOME MEDIUM AND LONGER RANGE BENEFITS. THE TECHNIQUES USED TO IMPLEMENT AFFIRMATIVE ACTION PLANNING HAVE ALREADY BEEN REVIEWED THIS MORNING. ESSENTIALLY, IT IS A BUSINESS-LIKE PROCESS WHICH CAN BE EFFECTIVELY MANAGED AND EVALUATED.

THE END RESULT OF AFFIRMATIVE ACTION PLANNING IS THAT IT OPENS UP THE FULL RANGE OF EMPLOYMENT POSSIBILITIES TO TARGET GROUP MEMBERS, BOTH IN JOB ENTRY AND IN ACCESS TO ADVANCEMENT. IT AVOIDS THE COMMON ERROR OF PROVIDING ACCESS TO EMPLOYMENT WHILE LEAVING BARRIERS TO MOBILITY AND CAREER DEVELOPMENT IN PLACE. IT REDUCES THE RISKS THAT EMPLOYERS COULD ENCOUNTER WITH HUMAN RIGHTS LEGISLATION. FINALLY, THE WHOLE SYSTEM IS CONSISTENT WITH THE MERIT PRINCIPLE OF HUMAN RESOURCE MANAGEMENT AND EMPHASIZES THE NEED FOR LABOUR/ MANAGEMENT COOPERATION.

IN SHORT, EVERYBODY WINS. EMPLOYERS GET THE STAFF THEY NEED, PEOPLE GET GOOD JOBS WITH PROSPECTS FOR PROMOTION AND OVERALL ECONOMIC EFFICIENCY IMPROVES DUE TO BETTER HUMAN RESOURCE PLANNING.

BUT IF AFFIRMATIVE ACTION IS SO GREAT WHY AREN'T BUSINESSES AND GOVERNMENTS RUSHING AHEAD WITH PLANS TO IMPLEMENT THE SYSTEM?

THERE ARE SEVERAL REASONS. I HAVE ALREADY DISCUSSED SOME OF THE MISCONCEPTIONS PEOPLE HAVE ABOUT WHAT AFFIRMATIVE ACTION PLANNING REALLY IS. OTHER REASONS INCLUDE THE LIMITED ATTENTION PAID TO HUMAN RESOURCE MANAGEMENT IN THE CORPORATE PLANNING PROCESS, THE FAILURE TO GRASP THE IMPLICATIONS OF LABOUR MARKET TRENDS AND TRADITIONAL ATTITUDES TO WOMEN'S ROLES AND BIASES ABOUT MINORITIES.

BUT THE MOST IMPORTANT REASON FOR THE SLOW ADOPTION OF AFFIRMATIVE ACTION IS THAT THERE ARE SHORT-RUN COSTS IN OVERCOMING THE PROBLEMS OF SYSTEMIC DISCRIMINATION. AND EVEN THOUGH THESE COSTS CAN BE RECOUPED OVER THE LONGER RUN THROUGH HIGHER PRODUCTIVITY, BUSINESSES HAVE THEIR EYE ON THE SHORT RUN AND ON THE PRACTICES OF THE COMPETITION.

MY ASSESSMENT IS THAT GOVERNMENT MUST PROVIDE SOME STRONG LEADERSHIP TO ENCOURAGE THE ADOPTION OF AFFIRMATIVE ACTION AND OTHER PROGRESSIVE EMPLOYMENT MEASURES. OUR VOLUNTARY PROGRAM, WHICH HAS BEEN IN OPERATION FOR ABOUT TWO YEARS NOW, HAS NOT BEEN A RESOUNDING SUCCESS. SERIOUS AFFIRMATIVE ACTION PLANNING HAS BEEN STARTED IN ONLY 20 FIRMS.

THE FEDERAL GOVERNMENT HAS TAKEN SOME INITIATIVES WHICH PUT US IN THE POSITION TO PLAY A LEADERSHIP ROLE. WE HAVE IMPLEMENTED AN AFFIRMATIVE ACTION PROGRAM FOR WOMEN, NATIVE PEOPLE AND THE DISABLED IN THREE FEDERAL DEPARTMENTS. THE PROGRAM WAS BEGUN LAST AUGUST AND, AFTER EXTENSIVE STUDY, WE EXPECT TO DEVELOP FULL AFFIRMATIVE ACTION PLANS IN RESPONSE TO PROBLEMS IDENTIFIED BY LATE THIS FALL. OUR OWN EXPERIENCE SHOWS US THAT A CAREFUL CORPORATE PLANNING PROCESS MUST BE THE BASIS FOR REAL, PERMANENT PROGRESS IN THE COMPLEX FIELD OF EMPLOYMENT DISCRIMINATION.

AS A RESULT OF OUR EXPERIENCE, I THINK WE ARE NOW IN A POSITION TO WORK SYMPATHETICALLY WITH BUSINESS AND LABOUR.

WE HAVE SOME OF THE RESOURCES TO REDUCE THE SHORT RUN COSTS; SKILLED AFFIRMATIVE ACTION PLANNERS AND SPECIAL TRAINING PROGRAMS FOR EXAMPLE. WE ALSO REALIZE THAT AFFIRMATIVE ACTION ISN'T AN INSTANT SOLUTION, THAT IT TAKES TIME TO REMOVE IN-GRAINED BARRIERS. AND FINALLY, WE KNOW THAT IF WE WANT TO BE READY FOR THE LABOUR MARKET CONDITIONS OF THE EIGHTIES WE'RE GOING TO NEED TO MAKE CHANGES SOON.

AND IF WE'RE GOING TO MAKE CHANGES WE WILL NEED TO ENGAGE IN A SERIOUS DEBATE ON THE ISSUES. THE FEDERAL GOVERNMENT CAN'T IMPOSE SOLUTIONS THAT ARE UNWORKABLE OR UNACCEPTABLE AS SOME MEMBERS OF OPPOSITION PARTIES SEEM TO BE SHOUTING FOR. THE TASK FORCE ANALYSIS AND THE SERIES OF SPECIAL REPORTS ON LABOUR MARKET POLICIES WHICH WE WILL BE ISSUING, ARE MEANT TO SPUR THE DEBATE, TO PROVIDE A FIRM FOUNDATION UPON WHICH WE CAN BASE DISCUSSION AND FASHION A CONSENSUS.

ONE IDEA THAT WE SHOULD CONSIDER IS THE ESTABLISHMENT OF WHAT MIGHT BE CALLED A PROGRESSIVE EMPLOYMENT PRACTICES COMMISSION TO ENSURE THAT LARGE EMPLOYERS IN THE PRIVATE SECTOR ADOPT AFFIRMATIVE ACTION AND OTHER PROGRESSIVE MEASURES. THE COMMISSION WOULD BE STAFFED WITH PERSONNEL WELL GROUNDED IN BUSINESS PRACTICES. IT WOULD BEGIN BY DEVELOPING GUIDELINES AND PREPARING LEGISLATIVE RECOMMENDATIONS. IF AND WHEN LEGISLATION WERE PASSED, THE COMMISSION WOULD THEN DEVELOP CLEAR, STRAIGHTFORWARD REGULATIONS AND WORK WITH INDIVIDUAL FIRMS

TO DEVELOP GOALS AND COMPLIANCE PLANS. IN THIS WAY EMPLOYERS WILL BE INDUCED TO PLAY THEIR PART IN PROVIDING PRODUCTIVE EMPLOYMENT FOR NATIVE PEOPLE, ADULT WOMEN AND THE DISABLED.

I WANT TO STRESS THE FACT THAT THIS PROPOSAL IS BASED ON SOME HARD ANALYSIS OF LABOUR MARKET CONDITIONS OVER THE 80s. IT REFLECTS THE DETERMINATION OF THE FEDERAL GOVERNMENT TO SEE THAT THE NEW EMPLOYMENT OPPORTUNITIES OPENING UP IN CANADA, ESPECIALLY HERE IN THE WEST, BECOME THE MEANS FOR SIGNIFICANT ECONOMIC AND SOCIAL PROGRESS. THE TIME TO ACHIEVE THIS PROGRESS HAS NEVER BEEN MORE RIGHT. MY PREDICTION IS THAT LABOUR MARKET POLICIES ARE EMERGING FROM YEARS OF NEGLECT TO BECOME ONE OF THE SOLUTIONS TO THE MAJOR CONCERNS OF THE 1980s: CONTROLLING INFLATION, SPURRING ECONOMIC GROWTH AND REACHING A FAIRER DISTRIBUTION OF INCOME.

I WANT TO UNDERLINE THIS LAST POINT. LABOUR MARKET POLICIES, WHILE CRITICAL TO INCREASING PRODUCTIVITY AND ECONOMIC EFFICIENCY, ARE ALSO A POWERFUL TOOL TO ACHIEVE SOCIAL EQUITY. IF PEOPLE ARE CONDEMNED TO INEQUALITY IN OUR ECONOMY, WE ALSO CONDEMN THEM TO INEQUALITY IN OUR SOCIETY.

BUT WE WON'T MOVE FORWARD WITHOUT A DEEP COMMITMENT TO ACTION ON THE PART OF GOVERNMENT. LABOUR MARKET POLICY, BY ITS VERY NATURE, CALLS FOR A SUBSTANTIAL GOVERNMENT ROLE IN AN ERA WHEN GOVERNMENT RESTRAINT AND RETRENCHMENT SEEM TO

BE THE ORDERS OF THE DAY. JUST TO ILLUSTRATE - OVER THE PAST FEW WEEKS SEVERAL CANADIAN BUSINESSMEN HAVE SENT ME COPIES OF A BOOK TITLED WEALTH AND POVERTY BY GEORGE GILDER. GILDER IS THE AMERICAN APOSTLE OF NEO-CONSERVATISM WHO PRESIDENT REAGAN ADMIRES SO MUCH THAT HE PERSONALLY DISTRIBUTED A COPY OF THE BOOK TO ALL HIS STAFF. GILDER ARGUES AGAINST PRACTICALLY ALL OF THE PROGRESSIVE MEASURES ADOPTED SINCE THE NEW-DEAL DAYS OF FRANKLIN DELANO ROOSEVELT. AS FOR AFFIRMATIVE ACTION, GILDER DISMISSES IT AS "AN EXERCISE IN FUTILITY REGARDLESS OF WHETHER THOUSANDS OF WOMEN OR LAWYERS ARE GRATIFIED" SHOWING THAT HE UNDERSTANDS NEITHER AFFIRMATIVE ACTION, WOMEN OR LAWYERS.

AFFIRMATIVE ACTION AND OTHER INNOVATIVE, PROGRESSIVE EMPLOYMENT MEASURES WILL NOT BE IMPLEMENTED WITHOUT A CONCERTED EFFORT. BUT THE EFFORT WILL BE WORTHWHILE BECAUSE IF WE ARE SUCCESSFUL WE CAN MAKE A REAL BREAKTHROUGH TO BRING INTO PRODUCTIVE EMPLOYMENT PEOPLE WHO HAVE TRADITIONALLY BEEN OUTSIDE THE ECONOMIC MAINSTREAM, PEOPLE WHO HAVEN'T BEEN ABLE TO REACH THEIR FULL POTENTIAL.

THIS IS AN ACHIEVEMENT THAT WILL HAVE SUBSTANTIAL PAYOFFS HERE IN SASKATCHEWAN AND THROUGHOUT CANADA.



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SPEAKING NOTES ★

FOR

THE HONOURABLE LLOYD AXWORTHY

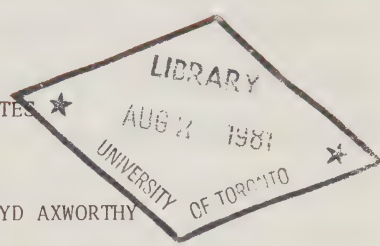
MINISTER OF EMPLOYMENT AND IMMIGRATION

TO THE

HUMAN RESOURCE PLANNING CONFERENCE

TORONTO, ONTARIO

JUNE 25, 1981



HUMAN RESOURCES PLANNING: A KEY TO ONTARIO'S GROWTH

CHECK AGAINST DELIVERY

NOTES FOR A TALK BY HONOURABLE L. AXWORTHY
HUMAN RESOURCE PLANNING CONFERENCE,

I THINK THAT IT'S BECOMING INCREASINGLY CLEAR THAT A NEW SET OF SOLUTIONS IS REQUIRED TO DEAL WITH THE ECONOMIC PROBLEMS OF THE EIGHTIES. THE CONVENTIONAL ECONOMIC WISDOMS, THE FISCAL AND MONETARY LEVERS WE BECAME ACCUSTOMED TO IN THE YEARS SINCE THE SECOND WORLD WAR NOW APPEAR TO BE CURIOUSLY OUT OF WHACK. THE SIGNALS ARE CONFUSING. FOR EXAMPLE, DESPITE CONCERTED GOVERNMENT ATTEMPTS TO SLOW INFLATION THROUGH TIGHT MONETARY AND FISCAL POLICIES, THE CANADIAN ECONOMY GREW AT A REAL ANNUAL RATE OF 4 PER CENT DURING THE FIRST QUARTER OF THIS YEAR. WE HAVE NOT EXPERIENCED GREAT SUCCESS RECENTLY IN PREDICTING RATES OF ECONOMIC GROWTH, INFLATION OR UNEMPLOYMENT. THE TIME IS RIGHT FOR INNOVATION, FOR EXPERIMENTATION AND FOR GIVING NEW EMPHASIS TO POLICY INSTRUMENTS WHICH HAVE TRADITIONALLY BEEN OVERLOOKED - LABOUR MARKET POLICY BEING A CASE IN POINT.

THIS THEME TAKES ON ADDED IMPORTANCE AS WE ENTER THE 1980S IN VIEW OF THE CHANGES WHICH ARE OCCURRING BOTH IN THE DEMOGRAPHIC COMPOSITION OF THE LABOUR FORCE AND IN THE COMPOSITION OF NEW JOB OPPORTUNITIES, GEOGRAPHICAL AND OCCUPATIONAL. THE CENTRAL MESSAGE I WANT TO LEAVE WITH YOU

IS THAT THE LABOUR MARKET LANDSCAPE IN THE 1980S IS GOING TO BE QUITE DIFFERENT FROM THAT OF THE RECENT PAST. OUR NEW LABOUR MARKET SITUATION MEANS THAT GREATLY IMPROVED HUMAN RESOURCE PLANNING IS MUCH MORE CRITICAL TO ACHIEVING OUR ECONOMIC AND SOCIAL GOALS THAN IT HAS BEEN IN THE PAST.

I WOULD LIKE TO BEGIN, THEREFORE, BY BRIEFLY OUTLINING THE MAJOR CHANGES WE FACE IN THE LABOUR MARKET ENVIRONMENT AND THEN TO TURN TO A DISCUSSION OF THE MAJOR IMPLICATIONS FOR THE THRUST OF LABOUR MARKET PROGRAMS AS WELL AS FOR THE PERSONNEL PRACTICES AND PROCEDURES OF THE PRIVATE SECTOR.

WITH RESPECT TO OUR ECONOMIC PROBLEMS AND PROSPECTS, I THINK THAT WHILE THE OUTLOOK FOR THE NEXT YEAR OR SO IS NOT ALL THAT PROMISING, THE LONGER TERM OUTLOOK IS VERY PROMISING FOR CANADA IF WE AS A COUNTRY MAKE THE CHOICES NECESSARY TO DEAL WITH THE ISSUES WHICH CONFRONT US. THERE IS NO QUESTION THAT WE ARE CURRENTLY IN A PERIOD OF OUR HISTORY WHEN A SUBSTANTIAL NUMBER OF ECONOMIC AND SOCIAL ADJUSTMENTS HAVE TO BE MADE. THESE ADJUSTMENTS ARE THE MORE DIFFICULT BECAUSE THEY ARE BEING MADE IN AN ENVIRONMENT OF VERY HIGH INFLATION, ACCOMPANIED BY RELATIVELY HIGH UNEMPLOYMENT AND, INSOFAR AS THE FEDERAL GOVERNMENT IS CONCERNED, BY A LARGE DEFICIT. BECAUSE OF THE CO-EXISTENCE OF UNEMPLOYMENT, INFLATION AND A

LARGE FEDERAL DEFICIT, THE FEDERAL GOVERNMENT HAS VERY LITTLE ROOM TO MANOEUVRE IN USING FISCAL POLICY EITHER TO REDUCE UNEMPLOYMENT OR INFLATION.

WE ARE IN A TIGHT SITUATION AT A TIME WHEN WE NEED TO MAKE SOME CRITICAL ADJUSTMENTS; TO HIGHER ENERGY PRICES, TO A CHANGING GEOGRAPHIC DISTRIBUTION OF ECONOMIC ACTIVITY; AND TO A RAPIDLY CHANGING HUMAN RESOURCE ENVIRONMENT. IT IS MORE IMPORTANT THAN EVER BEFORE THAT PUBLIC POLICIES AND PRIVATE SECTOR PRACTICES BE MOBILIZED TO IMPROVE OUR ECONOMIC PERFORMANCE IN TERMS OF EMPLOYMENT, INFLATION, AND PRODUCTIVITY. THE ROLE OF STRUCTURAL POLICIES, SUCH AS THOSE ADMINISTERED BY MY DEPARTMENT, IS CRUCIALLY IMPORTANT IN THE CURRENT ENVIRONMENT.

THE NATURE OF THE RESPONSE CANNOT BE MODELED ON THE EXPERIENCE OF THE RECENT PAST. IN THE LATE 1960S AND EARLY 1970S OUR PRINCIPAL LABOUR MARKET PROBLEM WAS THE EXTRAORDINARY GROWTH WHICH OCCURRED IN THE LABOUR FORCE AS A CONSEQUENCE BOTH OF POPULATION INCREASE AND THE DRAMATIC INCREASE IN PARTICIPATION, PARTICULARLY OF WOMEN. IN THE FUTURE, RAPID LABOUR FORCE GROWTH WILL NOT BE A PROBLEM.

IMPORTANT CHANGES ARE OCCURRING IN THE STRUCTURE OF THE SUPPLY OF LABOUR AND WE KNOW WITH VIRTUAL CERTAINTY THAT THESE CHANGES WILL CONTINUE OVER THE DECADE;

- THE RATE OF LABOUR FORCE GROWTH WILL BE SIGNIFICANTLY SLOWER IN THE FUTURE THAN IT HAS BEEN IN RECENT YEARS, OF THE ORDER OF 2% PER YEAR COMPARED TO UPWARDS OF 3% IN RECENT YEARS;
- THE SLOWDOWN IN LABOUR FORCE GROWTH RESULTS ENTIRELY FROM THE DECLINE IN THE YOUTH POPULATION FOLLOWING THE RAPID REDUCTION IN BIRTH RATES IN THE 1960s;
- ON THE OTHER HAND THE PARTICIPATION RATE OF ADULT WOMEN IS EXPECTED TO CONTINUE TO INCREASE STRONGLY SO THAT SOME 70% OF LABOUR FORCE GROWTH IN THE CURRENT DECADE WILL RESULT FROM AN INCREASE IN THE NUMBERS OF ADULT WOMEN IN THE WORK FORCE;
- IN THE WEST THE NATIVE LABOUR FORCE WILL GROW PARTICULARLY RAPIDLY WITH NATIVES CONSTITUTING OVER 20% OF LABOUR FORCE GROWTH IN SASKATCHEWAN AND MANITOBA AND UP TO 30% IN THE MAJOR METROPOLITAN AREAS OF WINNIPEG AND REGINA. PUT ANOTHER WAY, AT LEAST ONE OUT OF EVERY

FIVE ENTRANTS TO THE WESTERN LABOUR FORCE WILL BE A PERSON OF NATIVE ANCESTRY.

THESE FACTS ALONE HAVE STRONG IMPLICATIONS FOR THE NATURE OF OUR LABOUR MARKET PROBLEMS IN THE 1980s.

- ADAPTATION OF THE LABOUR FORCE TO A CHANGING INDUSTRIAL, OCCUPATIONAL AND GEOGRAPHICAL STRUCTURE OF DEMAND WILL HAVE TO BE MADE INCREASINGLY BY ADULT WORKERS ALREADY IN THE LABOUR MARKET, WHO ARE INHERENTLY LESS MOBILE THAN YOUNG NEW ENTRANTS.

- WOMEN, WHO HAVE TRADITIONALLY BEEN CONCENTRATED IN A RELATIVELY NARROW RANGE OF OCCUPATIONS AND INDUSTRIES, AND NATIVE PEOPLE, WHO HAVE EXPERIENCED BOTH EXTRAORDINARILY HIGH RATES OF UNEMPLOYMENT AND A NARROW OCCUPATIONAL RANGE, WILL NEED TO BE EMPLOYED IN A BROADER AND MORE DIVERSE SET OF OCCUPATIONS IN THE FUTURE.

THESE SUPPLY SIDE FACTS, THEN, ARGUE FOR SUBSTANTIALLY MORE HUMAN RESOURCE PLANNING ON THE PART OF ALL EMPLOYERS IN THE FUTURE THAN HAS OCCURRED IN THE PAST. IT IS PROBABLE,

HOWEVER, THAT CHANGES IN THE STRUCTURE OF DEMAND FOR LABOUR WILL COMPOUND OUR ADJUSTMENT REQUIREMENTS.

IT IS A WELL KNOWN FACT OF RECENT ECONOMIC HISTORY THAT BY FAR THE LARGEST NUMBER OF JOB OPENINGS HAVE OCCURRED IN THE SERVICE INDUSTRIES, IN THE HEALTH AND EDUCATION FIELDS, FOR EXAMPLE, AS WELL AS IN THE DIVERSE SET OF ACTIVITIES ENCOMPASSED IN PERSONAL AND BUSINESS SERVICES. WHILE SERVICE INDUSTRY GROWTH IS EXPECTED TO CONTINUE TO PROVIDE THE LARGEST PROPORTION OF NEW JOBS, THE CONTRIBUTION TO EMPLOYMENT GROWTH OF THE GOODS PRODUCING SECTOR OF THE ECONOMY HAS BEEN INCREASING OVER THE LAST FIVE YEARS AND IT IS LIKELY THIS TREND WILL CONTINUE TO INCREASE IN THE FUTURE.

MOREOVER, THE NATURE OF EMPLOYMENT WITHIN SERVICE INDUSTRIES WILL CHANGE SIGNIFICANTLY, WITH STRENGTH IN THIS SECTOR COMING MORE FROM BUSINESS SERVICES (SUCH AS ENGINEERING) AND COMPUTER-RELATED SERVICES (SUCH AS PROGRAMMING). IT IS PROBABLE THAT THE CHANGES COMING IN OFFICE TECHNOLOGY WILL HAVE A SIGNIFICANT IMPACT ON THE NATURE OF OFFICE EMPLOYMENT WITH RELATIVELY SLOW GROWTH ENSUING FOR SOME KINDS OF OFFICE WORKERS, PARTICULARLY IN CLERICAL OCCUPATIONS.

ON THE OCCUPATIONAL LEVEL IT IS LIKELY THAT, IN THE COUNTRY AS A WHOLE, WE WILL BE PRODUCING FAR TOO MANY UNIVERSITY GRADUATES FOR LABOUR MARKET NEEDS, PARTICULARLY IN THE ARTS, EDUCATION AND GENERAL SCIENCE AREAS. WE ESTIMATE AN OVERALL SURPLUS OF 15,000 GRADUATES PER YEAR OVER THE DECADE. ON THE OTHER HAND, STRONG DEMAND IS EXPECTED TO CONTINUE THROUGH THE DECADE FOR ENGINEERS, BUSINESS SCHOOL GRADUATES AND APPLIED MATHEMATICS/COMPUTER SCIENCE GRADUATES.

IN CONTRAST TO OVERALL SURPLUSES IN POST-SECONDARY GRADUATES, IT SEEMS LIKELY THAT SIGNIFICANT NATIONAL SHORTAGES ARE IN PROSPECT AMONG THE HIGHLY SKILLED TRADES, PARTICULARLY IN MANUFACTURING. WE ALSO EXPECT SHORTAGES OF SKILLED WORKERS IN THE INFORMATICS, COMMUNICATION AND DATA PROCESSING OCCUPATIONS WITH THE POSSIBILITY OF SURPLUSES IN LOW SKILLED CLERICAL OCCUPATIONS. THERE IS, THEREFORE, A REQUIREMENT TO REORIENT THE NATURE OF TRAINING BEING DONE IN CANADA BOTH BY EMPLOYERS AND EDUCATIONAL INSTITUTIONS TOWARDS THOSE HIGHLY QUALIFIED OCCUPATIONS WHICH ARE EXPECTED TO BE IN STRONG DEMAND AND, PARTICULARLY, TOWARDS HIGHLY SKILLED MANUFACTURING TRADES.

THESE TRENDS HAVE MAJOR IMPLICATIONS FOR LABOUR MARKET POLICIES AND FOR PRIVATE SECTOR PRACTICES. BEFORE DISCUSSING

THESE LET ME MAKE IT CLEAR THAT THE FEDERAL GOVERNMENT'S STRATEGY IS TO SOLVE OUR LABOUR MARKET PROBLEMS IN CANADA WITHOUT RESORTING TO THE TRADITIONAL IMMIGRATION FIX. I AM CONVINCED THAT, WITH BETTER POLICIES, BETTER LABOUR MARKET INTELLIGENCE, AND MORE EXTENSIVE HUMAN RESOURCE PLANNING IN INDUSTRY, WE CAN RESOLVE OUR PROBLEMS, REDUCING UNEMPLOYMENT IN THE PROCESS, WITHOUT RESORT TO LARGE SCALE IMMIGRATION. IT IS EQUALLY CLEAR, HOWEVER, THAT IMMIGRATION WILL CONTINUE AND THAT IT WILL BE NECESSARY FOR LABOUR MARKET PURPOSES TO USE IMMIGRATION TO RELIEVE SHORT RUN BOTTLENECKS IN LABOUR SUPPLY. IN SOME CASES THE PROVISION OF A FEW HIGHLY TRAINED WORKERS FROM OFFSHORE CAN GENERATE HUNDREDS OF JOBS IN A NEW CANADIAN VENTURE.

BUT IF WE ARE TO MAXIMIZE THE ABILITY OF THE CANADIAN LABOUR FORCE TO TAKE ADVANTAGE OF EMERGING JOB OPPORTUNITIES, WE NEED MUCH BETTER INTELLIGENCE ABOUT PROSPECTIVE LABOUR MARKET DEVELOPMENTS IN PARTICULAR INDUSTRIES, OCCUPATIONS AND REGIONS THAN WE NOW HAVE. I KNOW THAT THE ONTARIO MANPOWER COMMISSION RECOGNIZES THIS AND HAS MADE IMPORTANT STRIDES IN THIS AREA. THE TASK FORCE ON LABOUR MARKET DEVELOPMENT WITHIN MY OWN DEPARTMENT, THE REPORT OF WHICH I EXPECT TO RELEASE SHORTLY, HAS IDENTIFIED THE NEED FOR BETTER

INTELLIGENCE AS AN ESSENTIAL PREREQUISITE FOR THE OPERATION OF EFFECTIVE LABOUR MARKET POLICIES.

IF WE ARE TO IMPROVE OUR KNOWLEDGE OF LIKELY FUTURE DEVELOPMENTS IN LABOUR MARKET CONDITIONS A COOPERATIVE EFFORT WILL BE REQUIRED INVOLVING BUSINESS, LABOUR AND GOVERNMENT. EMPLOYERS, OF COURSE, ARE THE BASIC SOURCE OF LABOUR MARKET INFORMATION AND INTELLIGENCE ON THE DEMAND SIDE OF THE MARKET. LABOUR UNIONS EXERT AN IMPORTANT INFLUENCE ON NUMBERS OF WORKERS ENTERING MANY TRADES, IN SOME CASES THROUGH THEIR INFLUENCE ON THE TRAINING SYSTEM, IN MANY OTHERS THROUGH THE PROCESS OF COLLECTIVE BARGAINING. IN VIEW OF THE SUBSTANTIAL LABOUR MARKET ADJUSTMENTS WHICH WILL OCCUR IN THE 1980'S IT IS CRUCIALLY IMPORTANT THAT EMPLOYERS INCREASE THEIR COMMITMENT TO PLANNING FOR THEIR HUMAN RESOURCE NEEDS. IT IS EQUALLY IMPORTANT THAT BUSINESS AND LABOUR COLLABORATE TO ENSURE THAT THE POTENTIAL EXISTS FOR FLEXIBILITY IN THE USE OF THE WORK FORCE AND THAT JOB-RELATED TRAINING RESPONDS TO CHANGING NEEDS.

IN ORDER TO OBTAIN A BETTER APPRECIATION OF THE EXTENT OF HUMAN RESOURCE PLANNING BEING CONDUCTED TODAY, MY DEPARTMENT RECENTLY HAD A SURVEY CONDUCTED INVOLVING 150

FIRMS IN THE PROVINCES OF ALBERTA, ONTARIO, QUEBEC AND NOVA SCOTIA. THIS SURVEY INDICATED THAT:

- APPROXIMATELY 50 % OF THE FIRMS WERE DOING HUMAN RESOURCES PLANNING IN AN EFFICIENT MANNER. OR, PUT ANOTHER WAY, HALF THE FIRMS SURVEYED WERE DOING NO HUMAN RESOURCE PLANNING OR WERE ENGAGED IN AD HOC, DESULTORY EFFORTS.
- MOST FIRMS PARTICIPATING IN MANPOWER PLANNING CONSIDERED THE INFORMATION TO BE REALLY USEFUL ONLY OVER A TWO YEAR TIME HORIZON.
- THE EXTENT OF PLANNING VARIED SIGNIFICANTLY WITH THE LABOUR MARKET, THE SKILL LEVEL, THE INDUSTRY SECTOR, AND THE SIZE OF THE FIRM. MORE EXTENSIVE PLANNING EXISTED IN TIGHT LABOUR MARKETS, IN HIGH SKILLED OCCUPATIONS, IN RAPID GROWTH INDUSTRIES AND IN LARGER FIRMS. ALBERTA FIRMS RANKED HIGH IN TERMS OF THEIR PLANNING EFFORT.

WHILE THE EVIDENCE SUGGESTS THAT IMPORTANT PROGRESS HAS BEEN MADE IN HUMAN RESOURCE PLANNING IN CANADIAN INDUSTRY, MORE PROGRESS IS REQUIRED. IN PARTICULAR, IT IS ESSENTIAL THAT HUMAN RESOURCE PLANNING TAKE PLACE WITHIN THE CONTEXT OF

PLANNING CORPORATE STRATEGY AS A WHOLE. IN OTHER WORDS PLANNING FOR HUMAN RESOURCES MUST BE ON AN EQUAL FOOTING WITH PLANNING PROCESSES FOR OTHER RESOURCES (PLANT AND EQUIPMENT, RAW MATERIALS) USED IN THE PRODUCTION PROCESS. SURELY THIS IS NECESSARY IF PLANNING IS TO TAKE PLACE OVER A TIME HORIZON LONG ENOUGH TO PERMIT MEANS TO BE DEvised AND ACTION TO BE TAKEN IN TIME TO AVOID CRITICAL BOTTLENECKS AND PRODUCTIVITY PROBLEMS. WHILE MY DEPARTMENT CAN PLAY AN IMPORTANT ROLE IN ASSISTING THE DEVELOPMENT OF HUMAN RESOURCE PLANNING PROCESSES, THE RESPONSIBILITY FOR IMPLEMENTING THEM RESTS, OF COURSE, WITH BUSINESS AND LABOUR.

I WOULD ALSO EMPHASIZE THE FACT THAT THE PROBLEMS OF LABOUR MARKET ADJUSTMENT IN THE 1980S RELATE NOT ONLY TO THE SKILL SHORTAGE QUESTION BUT, EQUALLY IMPORTANTLY, TO THE MORE EFFECTIVE INTEGRATION OF WOMEN, NATIVE PEOPLE AND THE DISABLED INTO THE LABOUR FORCE.

THIS GOAL MUST BE MET BOTH FOR EQUITY REASONS AND IF WE ARE TO AVOID SIGNIFICANT LABOUR MARKET IMBALANCES IN THE 1980S. ACHIEVING IT WILL REQUIRE THE IMPLEMENTATION OF PROGRESSIVE EMPLOYMENT PRACTICES.

PROGRESSIVE EMPLOYMENT PRACTICES BEGIN WHEN AN EMPLOYER COMMITS HIS OR HER ORGANIZATION TO A RESULTS-ORIENTED HUMAN RESOURCES PROGRAM, NOT UNLIKE THOSE COMMONLY USED FOR THE MARKETING OR FINANCIAL CONTROL AREAS OF THE ORGANIZATION. BASED ON AUDITS OF THE WORK FORCE AND EMPLOYMENT SYSTEMS EMPLOYERS ELIMINATE SYSTEMIC DISCRIMINATION BY SUBSTITUTING NON-DISCRIMINATORY EMPLOYMENT PRACTICES FOR THOSE PRACTICES WHICH HAVE ADVERSE IMPACTS. THIS ENSURES THAT PRACTICES SUPPORT RATHER THAN HINDER THE EFFICIENT OPERATION OF THE CORPORATION. SPECIAL MEASURES ARE DEVELOPED TO ENSURE A CORRECTION OF THE EFFECTS OF PAST DISCRIMINATION. GOALS AND TIMETABLES, DESIGNED TO PERMIT MANAGEMENT TO TRACK CHANGES STATISTICALLY AND MAKE ADJUSTMENTS WHEN NECESSARY, ARE INTEGRATED INTO CORPORATE MANAGEMENT SYSTEMS.

IMPLEMENTATION OF PROGRESSIVE EMPLOYMENT PRACTICES OPENS THE RANGE OF EMPLOYMENT POSSIBILITIES TO TARGET GROUP MEMBERS BOTH IN JOB ENTRY AND IN ACCESS TO ADVANCEMENT THROUGH THE INTERNAL LABOUR MARKET OF THE FIRM. IT THUS AVOIDS THE COMMON ERROR OF PROVIDING ACCESS TO EMPLOYMENT WHILE LEAVING IN PLACE BARRIERS TO MOBILITY AND CAREER DEVELOPMENT. THESE PRACTICES ARE CONSISTENT WITH THE MERIT PRINCIPLE OF HUMAN RESOURCE MANAGEMENT AND EMPHASIZE THE NEED FOR LABOUR/MANAGEMENT COOPERATION. IT IS IMPORTANT THAT

GOVERNMENTS, INDUSTRY AND LABOUR COLLABORATE TO ENCOURAGE MORE AND BETTER PLANNING OF THIS KIND.

MY DEPARTMENT HAS BEEN ACTIVELY ENCOURAGING FIRMS TO EITHER COMMENCE OR IMPROVE THEIR HUMAN RESOURCE PLANNING EFFORTS. INDEED SINCE APRIL OF THIS YEAR I HAVE SIGNED HUMAN RESOURCE PLANNING AGREEMENTS WITH FIVE INDUSTRY GROUPS.

- THE AIR INDUSTRIES ASSOCIATION;
- THE MINING ASSOCIATION;
- THE COAL ASSOCIATION;
- THE SHIPBUILDING AND REPAIR ASSOCIATION; AND
- THE CONSTRUCTION INDUSTRY IN MANITOBA.

LATER THIS MORNING I WILL BE SIGNING ANOTHER AGREEMENT WITH THE CANADIAN FOUNDRIES ASSOCIATION. THESE AGREEMENTS ESTABLISH THE TERMS AND CONDITIONS FOR CONTINUING COLLABORATION BETWEEN MY DEPARTMENT AND THE INDUSTRY GROUPS TO DEVELOP AND IMPLEMENT MEASURES NEEDED TO OVERCOME HUMAN RESOURCE PROBLEMS IN THE INDUSTRY CONCERNED. THEY INVOLVE A COMMITMENT ON THE PART OF THE INDUSTRY, FOR EXAMPLE, TO ENCOURAGE THE IMPLEMENTATION OF PROGRESSIVE HUMAN RESOURCE PLANNING. THE AGREEMENTS ARE ALSO INTENDED:

- TO IDENTIFY FUTURE HUMAN RESOURCE NEEDS,
- TO IDENTIFY THE EXTENT TO WHICH THERE MAY BE SYSTEMIC BARRIERS WHICH WOULD INADVERTENTLY LIMIT THE EMPLOYMENT OPPORTUNITIES OF WOMEN AND MINORITIES; AND,
- TO ASSIST MEMBER COMPANIES IN THE DEVELOPMENT OF PLANS WHICH WOULD INCLUDE GOALS AND SPECIAL MEASURES DESIGNED TO ACHIEVE EQUAL OPPORTUNITIES FOR WOMEN AND MINORITIES.

FOR OUR PART, MY DEPARTMENT IS COMMITTED TO:

- ASSIST COMPANIES TO ASSESS HUMAN RESOURCE NEEDS AND THE AVAILABLE SUPPLY, AND ADVISE ON MEASURES TO RESOLVE IMBALANCES,
- APPLY ITS VARIOUS PROGRAMS AND SERVICES TO SUPPORT THE IMPLEMENTATION OF THE HUMAN RESOURCE PLANS OF COMPANIES,
- ADVISE AND ASSIST IN THE DEVELOPMENT OF PLANS TO ACHIEVE EQUAL OPPORTUNITIES FOR WOMEN AND SPECIAL GROUPS.

THE MECHANISMS ESTABLISHED BY THESE AGREEMENTS REPRESENT A SIGNIFICANT STEP IN THE DEVELOPMENT OF CLOSER LINKS BETWEEN GOVERNMENT AND INDUSTRY. I AM SURE THAT THEY WILL INCREASE OUR ABILITY TO ANTICIPATE LABOUR MARKET PROBLEMS AND TO BE MUCH MORE PROACTIVE IN DEVISING MEANS OF RESOLVING THEM.

WE HAVE A TREMENDOUS OPPORTUNITY IN CANADA. THERE IS A CONJUNCTION OF TRENDS AND EVENTS WHICH GIVE US THE CHANCE TO MAKE A REAL BREAKTHROUGH IN EMPLOYING CANADIANS WHO HAVE TRADITIONALLY BEEN ON THE MARGIN OF THE LABOUR FORCE. WITH THE PROPER SKILLS AND WITH PROGRESSIVE EMPLOYMENT PRACTICES, CANADIANS WHO HAVE BEEN UNEMPLOYED AND UNDERUTILIZED CAN BEGIN TO REACH THEIR PRODUCTIVE POTENTIAL. THE PAYOFFS IN TERMS OF SOCIAL JUSTICE ARE OBVIOUS AND THESE ALONE ARE SUFFICIENT REASON FOR PURSUING REFORMS IN LABOUR MARKET POLICIES.

THERE ARE ALSO SUBSTANTIAL PAYOFFS IN TERM OF ECONOMIC EFFICIENCY. THE KEY TO CANADA'S ECONOMIC SUCCESS IS NOT RESOURCES, IN WHICH WE ENJOY GREAT COMPARATIVE ADVANTAGE; IT'S NOT CAPITAL WHICH CAN BE MADE AVAILABLE WHEN OPPORTUNITIES ARISE. THE KEY IS PEOPLE, THE SKILLS THEY POSSESS AND THE IDEAS THEY HAVE.

IN THE PAST, WE SIMPLY HAVE NOT DEVOTED ENOUGH ATTENTION TO HUMAN RESOURCES. PERHAPS THIS IS BECAUSE WE ARE MORE COMFORTABLE WITH TECHNICAL MATTERS SUCH AS FINANCE, CAPITAL AND MONETARY POLICY. HUMAN RESOURCES AFTER ALL, ARE PEOPLE WITH THEIR UNPREDICTABLE NATURES, THEIR DREAMS, THEIR EMOTIONS AND THEIR WISH TO BE CONSULTED AND INFORMED.

IN THE EIGHTIES, OUR PRIORTIES NEED REALIGNMENT. TO ACCOMPLISH THIS WE MUST ENGAGE IN AN HONEST AND SERIOUS DEBATE ON NEW APPROACHES. GIVEN THE PACE OF EVENTS AND THE INHERENT LAGS IN OBTAINING RESULTS FROM NEW PROGRAMS, WE NEED TO GET TO WORK NOW.

LABOUR MARKET PROGRAMS, BY THEIR VERY NATURE, CALL FOR SUBSTANTIAL INVOLVEMENT BY GOVERNMENTS. THE FEDERAL GOVERNMENT IS COMMITTED TO PLAYING A LEADERSHIP ROLE, TO OPENING A WIDE RANGING DEBATE ON THE ISSUES AND TO IMPLEMENT GOOD NEW SOLUTIONS. OVER THE COMING WEEKS AND MONTHS I WILL BE CONSULTING WIDELY WITH GOVERNMENTS, WITH BUSINESSES AND LABOUR, WITH GROUPS REPRESENTING WOMEN, NATIVE PEOPLE AND THE DISABLED, TO SEE WHICH DIRECTIONS WE SHOULD MOVE OVER THE PRESENT DECADE.

I AM LOOKING FORWARD TO THIS PROCESS OF CONSULTATION WHICH, I BELIEVE, CAN LEAD TO SOME TRULY EXCITING DEVELOPMENTS IN THE CURRENT DECADE.



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"WOMEN'S EMPLOYMENT IN THE EIGHTIES"

NOTES FOR AN ADDRESS

BY THE

HONOURABLE LLOYD AXWORTHY

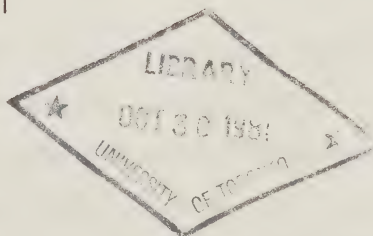
MINISTER OF EMPLOYMENT AND IMMIGRATION

TO THE

CANADIAN FEDERATION OF BUSINESS AND PROFESSIONAL WOMEN'S CLUBS

LAKE LOUISE, ALBERTA

OCTOBER 10, 1981



PLEASE CHECK AGAINST DELIVERY

IN LIGHT OF THE PRESENTATIONS MADE THIS MORNING, I THINK WE CAN ALL AGREE THAT THIS DECADE WILL SEE SOME MAJOR ADJUSTMENTS IN THE WORLD OF WORK. I'M CONFIDENT WE CAN MEET THE COMING CHALLENGES BECAUSE CANADA ENJOYS SOME SIGNIFICANT ADVANTAGES IN THE AREA OF ADJUSTMENT.

OVERALL, THE CANADIAN WORKFORCE HAS SHOWN GREAT MOBILITY AND ADAPTABILITY. THESE CHARACTERISTICS ARE NO DOUBT A PART OF OUR TRADITIONS. AFTER ALL, MANY OF US - OR OUR ANCESTORS - CAME HERE FROM OTHER LANDS. THE GREAT MIGRATIONS OF THE NINETEENTH CENTURY ARE A RECENT CHAPTER IN OUR HISTORICAL RECORD. WE MOVE FROM REGION TO REGION, FROM PROVINCE TO PROVINCE WITH GREAT REGULARITY; THIS YEAR ALONE SOME 35,000 CANADIANS ARE EXPECTED TO MOVE TO ALBERTA, AND IN A TYPICAL YEAR, 40 PERCENT OF WORKING WOMEN AND MEN IN CANADA WILL CHANGE JOBS. WE TEND TO STAY AT ANY ONE JOB FOR JUST A FEW YEARS AND MORE AND MORE PEOPLE ARE MAKING WHOLESALe MID-CAREER CHANGES.

WHILE MANY OF THESE ADJUSTMENTS OCCUR NATURALLY, AND RATHER SMOOTHLY, THERE ARE BARRIERS, THERE ARE BOTTLENECKS AND THERE ARE CERTAIN KINDS OF TRAUMAS ASSOCIATED WITH MOVING FROM REGION TO REGION AND BETWEEN OCCUPATIONS. AS A RESULT THERE IS AN IMPORTANT ROLE FOR GOVERNMENTS TO ENSURE THAT THERE ARE INCENTIVES FOR CHANGE, AND THAT PEOPLE CAN ACQUIRE THE SKILLS NEEDED TO MOVE TO NEW OCCUPATIONS. LOOKED AT FROM ANOTHER PERSPECTIVE - THE ADJUSTMENT TO DOWNSIDE CHANGE SUCH AS PLANTS CLOSING - THERE IS ALSO A ROLE FOR GOVERNMENT TO MAINTAIN A SECURITY NET FOR WOMEN AND MEN FACED WITH FINDING A NEW JOB.

TO PUT ALL THIS IN CAPSULE FORM; GOVERNMENT HAS A LEGITIMATE AND NECESSARY ROLE TO PLAY IN INVESTING IN THE PRODUCTIVE CAPACITY OF PEOPLE.

IN THE PAST, THE INVESTMENT MADE BY GOVERNMENT IN PEOPLE'S SKILLS, IN THEIR PRODUCTIVE CAPACITY, HAS BEEN ONE OF THE KEYS, IF NOT THE KEY TO CANADA'S ECONOMIC SUCCESS.

THE FEDERAL GOVERNMENT HAS PARTICULARLY HEAVY RESPONSIBILITIES BECAUSE WE ARE DEALING WITH A NATIONAL LABOUR MARKET. AS A NATIONAL GOVERNMENT WE ARE RESPONSIBLE FOR A NUMBER OF PROGRAMS AND POLICIES: THE PROVISION OF EMPLOYMENT SERVICES, THE OPERATION OF THE UNEMPLOYMENT INSURANCE SYSTEM, A COMMITMENT TO MOBILITY RIGHTS FOR WORKERS MOVING BETWEEN PROVINCES, A VERY LARGE FINANCIAL CONTRIBUTION TO PROVINCIAL EDUCATION AND TRAINING PROGRAMS, THE OPERATION OF THE IMMIGRATION SERVICE AND THE DELIVERY OF A VARIETY OF PROGRAMS DESIGNED TO STIMULATE EMPLOYMENT WHICH MAKE IT POSSIBLE FOR MEMBERS OF DISADVANTAGED GROUPS TO FIND WORK OPPORTUNITIES.

IN THE FUTURE, THE FEDERAL ROLE PROMISES TO BE EVEN MORE CRITICAL. THE REASON IS THAT THE EMERGING ECONOMIC AND DEMOGRAPHIC CONDITIONS WHICH GOVERNMENT MUST RESPOND TO ARE GOING TO PLACE A PREMIUM ON ADAPTATION, ON FLEXIBILITY AND ON A CAREFULLY TARGETTED RESPONSE TO LABOUR MARKET PROBLEMS.

CANADIAN WOMEN HAVE SOME VERY SPECIFIC INTERESTS IN THE NEW LABOUR MARKET SITUATION SHAPING UP IN THE EIGHTIES.

THE BASIS FOR THOSE INTERESTS WAS OUTLINED IN TWO MAJOR TASK FORCE REPORTS I TABLED IN PARLIAMENT ON JULY 7TH. ONE REPORT DEALT WITH LABOUR MARKET DEVELOPMENT IN THE EIGHTIES, THE OTHER WITH REFORM OF THE UNEMPLOYMENT INSURANCE SYSTEM.

I BELIEVE THAT THE INFORMATION AND ANALYSIS CONTAINED IN THE LABOUR MARKET DEVELOPMENT REPORT PROVIDE THE BASIS FOR SOME REALLY FUNDAMENTAL EMPLOYMENT POLICY CHANGES IN THIS COUNTRY. THE WAY THE INFORMATION IN THE REPORT WAS COLLECTED AND PRESENTED WAS, IN ITSELF, A MAJOR STEP FORWARD. A PRELIMINARY RESPONSE FROM THE CANADIAN ADVISORY COUNCIL ON THE STATUS OF WOMEN COMMENDED THE REPORT'S FOCUS ON THE ECONOMIC UNDERPININGS OF LABOUR MARKET POLICIES AND ON THE ATTEMPT TO RECOMMEND PROGRAMS FOR TARGET GROUPS, INCLUDING WOMEN, IN TERMS OF OVERALL POLICY REQUIREMENTS.

WHAT THE TASK FORCE REPORT REVEALS VERY CLEARLY IS THAT WOMEN'S EMPLOYMENT ISSUES MUST BE A CORE COMPONENT OF A COMPREHENSIVE SET OF EMPLOYMENT POLICY CHANGES.

WITH THIS IN MIND, I WANT TO TAKE A COUPLE OF MINUTES TO HIGHLIGHT THE IMPORTANT CHANGES TAKING PLACE IN THE WORLD OF WORK WHICH ARE OF PARTICULAR IMPORTANCE TO WOMEN.

I SUPPOSE THE SINGLE MOST PROFOUND FINDING EMERGING FROM THE TASK FORCE ANALYSIS IS THAT SEVEN OUT OF EVERY TEN ENTRANTS TO THE LABOUR FORCE

OF THE EIGHTIES WILL BE ADULT WOMEN. BY NOW, THE SEVEN OUT OF TEN ESTIMATE IS NO GREAT SECRET; GOVERNMENT REPRESENTATIVES, BUSINESS AND UNION LEADERS HAVE ALL BEEN AWARE OF THE FACT FOR SOME TIME. BUT I THINK THAT THE IMPLICATIONS, THE PRACTICAL CONSEQUENCES OF THIS SIMPLE FACT, ARE ONLY NOW BEGINNING TO BE GRASPED.

THE FACT THAT SEVEN OUT OF TEN ENTRANTS TO THE LABOUR FORCE OF THE EIGHTIES WILL BE WOMEN WILL, IN ITSELF, CAUSE A FAR-REACHING RE-THINKING OF EMPLOYMENT POLICY. BUT IT IS ALSO NECESSARY TO UNDERSTAND SOME OF THE OTHER CHANGES EMERGING THIS DECADE TO REALLY PUT WOMEN'S EMPLOYMENT IN A CLEARER PERSPECTIVE.

ON THE LABOUR SUPPLY SIDE, WE ARE FACED WITH DRAMATIC DEMOGRAPHIC SHIFTS. THE RATE OF LABOUR FORCE GROWTH, WHICH AVERAGED ABOUT 3.5 PERCENT PER YEAR IN THE LATE 1960S AND EARLY 1970S, WILL SLOW TO LESS THAN 1.8 PERCENT PER YEAR BY THE END OF THE 1980S.

THIS 50 PERCENT REDUCTION IN THE RATE OF LABOUR FORCE GROWTH WILL BE ACCOMPANIED BY A MAJOR SHIFT IN THE COMPOSITION OF LABOUR FORCE GROWTH. THE NUMBER OF YOUNG WORKERS ENTERING THE LABOUR FORCE WILL ACTUALLY DECLINE. AND AS I HAVE SAID, ALMOST 70 PERCENT OF THE GROWTH WILL COME FROM INCREASED NUMBERS OF ADULT WOMEN.

ANOTHER VERY IMPORTANT DEVELOPMENT IS THAT THE NATIVE LABOUR FORCE WILL INCREASE VERY RAPIDLY: IN THE PRAIRIE REGION, CANADIANS OF NATIVE

ANCESTRY WILL REPRESENT OVER 20 PERCENT OF THE GROWTH OF THE LABOUR FORCE. IN CITIES SUCH AS WINNIPEG AND REGINA, THE PROPORTION MAY BE CLOSER TO 30 PERCENT. AND WITHIN THIS POPULATION, NATIVE WOMEN FACE SEVERE EMPLOYMENT PROBLEMS. A REPORT ON THEIR SITUATION IN WINNIPEG'S INNER CORE FOUND THAT NATIVE WOMEN EXPERIENCED AN UNEMPLOYMENT RATE OF CLOSE TO 40 PERCENT, MORE THAN FOUR TIMES THE RATE EXPERIENCED BY ALL WINNIPEG WOMEN.

FINALLY, THE AVERAGE AGE OF THE WORKING POPULATION WILL INCREASE SIGNIFICANTLY. THE TYPICAL LABOUR MARKET CASE STUDY WILL NO LONGER BE THE KID JUST OUT OF UNIVERSITY ARMED WITH A SOCIOLOGY DEGREE - OR EVEN WORSE, A POLITICAL SCIENCE DEGREE (ALTHOUGH WE DO PREDICT AN ANNUAL SURPLUS OF ABOUT 15,000 GENERAL ARTS GRADUATES). RATHER, WHAT WE WILL BE SEEING INCREASINGLY IS THE MATURE WOMAN COMING BACK INTO THE LABOUR FORCE AFTER A FEW YEARS ABSENCE.

TAKEN TOGETHER, THESE FACTS STRONGLY SUGGEST THAT POLICY WILL HAVE TO CONCENTRATE MUCH MORE HEAVILY ON THE ABSORPTION INTO PRODUCTIVE EMPLOYMENT OF WOMEN AND SPECIAL GROUPS AND ON CONTINUOUS RETRAINING AND CAREER PROGRESS OF MATURE WORKERS.

ANOTHER SET OF CHANGES CONFRONTS US IN THE REALM OF THE DEMAND FOR LABOUR. OVER THE COMING YEARS THERE WILL BE A DRAMATIC INCREASE IN THE DEMAND FOR TRADESPERSONS, TECHNICIANS, TECHNOLOGISTS AND ENGINEERS IN ALL

PARTS OF CANADA. IN PART, THIS DEMAND WILL STEM FROM MAJOR RESOURCE PROJECTS, MAINLY IN THE WEST, WHERE BETWEEN 560,000 AND 700,000 NEW JOBS WILL BE CREATED THIS DECADE. IN PART, IT WILL STEM FROM CHANGING TECHNOLOGY, WHICH WILL MAKE SOME SKILLS OBSOLESCEANT AND GREATLY INCREASE THE DEMAND FOR OTHERS. IT WILL ALSO STEM FROM CHANGING WORLD TRADE PATTERNS - CREATING REAL OPPORTUNITIES IN SOME INDUSTRIES WHILE PUTTING OTHERS UNDER SEVERE PRESSURE.

AGAIN, THERE ARE SOME VERY SPECIFIC CONSEQUENCES FOR WOMEN ARISING FROM THESE SHIFTS IN THE STRUCTURE OF DEMAND. SOME OF THE HIGH DEMAND OCCUPATIONS OF THE FUTURE HAVE TRADITIONALLY BEEN MALE BASTIONS. TECHNOLOGICAL CHANGE WILL CAUSE MAJOR RESTRUCTURING PROBLEMS FOR WOMEN IN TRADITIONAL JOBS, PARTICULARLY IN THE SERVICE SECTOR WHICH, IN GENERAL, WILL GROW MUCH MORE SLOWLY IN THE EIGHTIES THAN IN THE PREVIOUS TWO DECADES. CHANGES IN THE INTERNATIONAL TRADE REALM WILL AFFECT WOMEN WHO WORK IN INDUSTRIES SUCH AS CLOTHING AND TEXTILES.

FINALLY, THERE ARE SOME IMPORTANT REGIONAL SHIFTS IN THE DEMAND FOR LABOUR WHICH I HAVE ALREADY ALLUDED TO. IN THE PERIOD UP TO 1985, ABOUT 41 PERCENT OF EMPLOYMENT GROWTH IN CANADA WILL OCCUR RIGHT HERE IN THE WEST. THAT GROWTH STEMS FROM THE MEGA PROJECTS AND ASSOCIATED INFRASTRUCTURE IMPROVEMENTS BUT ALSO BECAUSE OF THE INCREASING MATURITY AND SOPHISTICATION OF THE WESTERN ECONOMY. SERVICE SECTOR JOBS - FINANCIAL AND ENGINEERING SERVICES, FOR EXAMPLE - ARE BEING LOCATED IN WESTERN CITIES. OUR PROJECTIONS SHOW RATHER SUBSTANTIAL INTERPROVINCIAL MIGRATION TO THE WEST OF FROM 40,000 TO 85,000 PEOPLE PER YEAR DEPENDING ON WHICH SET OF ECONOMIC ASSUMPTIONS ARE BORNE OUT IN FACT.

SO IN THE EIGHTIES, WE'RE RESPONDING TO A VERY DIFFERENT LABOUR MARKET. THE WORKERS ARE DIFFERENT, JOBS ARE CHANGING, NEW OPPORTUNITIES ARE OPENING UP AND THERE IS A NEW REGIONAL MAKE-UP TO EMPLOYMENT GROWTH WHICH MUST BE RECKONED WITH.

TO RESPOND TO THESE CHANGES, WOMEN NEED A WHOLE NEW GENERATION OF SKILLS AND NEW WAYS TO BREAK THROUGH THE STUBBORN BARRIERS THAT TRADITIONALLY HAVE LIMITED THEIR PARTICIPATION AND ADVANCEMENT.

A NEW EMPHASIS ON MEASURES TO BREAK THROUGH STRUCTURAL BARRIERS ENCOUNTERED BY WOMEN IN THE WORK WORLD IS ONE OF THE CLEAR MESSAGES EMERGING FROM THE TASK FORCE REPORT.

IN THE PAST, CANADA LABOUR MARKET POLICIES WERE DEVELOPED TO SOLVE WHAT WERE SEEN AS INDIVIDUAL PROBLEMS. INDIVIDUAL ACTION, OR INACTION, RATHER THAN CIRCUMSTANCES AND BARRIERS WITHIN SOCIETY AND THE LABOUR MARKET WERE SEEN AS THE PRIME CAUSE OF UNEMPLOYMENT. SO, MANY PEOPLE RECEIVED LOW LEVEL TRAINING OR WERE INVOLVED IN TEMPORARY JOB CREATION PROJECTS OR SEGREGATED JOB EXPERIENCE PROGRAMS.

PROGRAMS TREATED SYMPTOMS, BUT NEGLECTED UNDERLYING PROBLEMS AND THE CURE WAS INADEQUATE. THE STUBBORN STRUCTURAL PROBLEMS, OF COURSE, ARE STILL WITH US.

IN THE SAME WAY, THE FAILURE OF EMPLOYERS TO HIRE WOMEN OR MEMBERS OF MINORITY GROUPS WAS OFTEN SEEN AS AN INDICATION OF EMPLOYERS' PREJUDICE OR ILL WILL. OVER TIME, IT BECAME CLEAR THAT EMPLOYMENT DISCRIMINATION IS A COMPLEX AND PERVASIVE PHENOMENON AND THAT ITS ERADICATION DEMANDS SYSTEMATIC ANALYSIS AND CHANGE IN EMPLOYMENT SYSTEMS.

WITH REGARD TO WOMEN IN THE WORK WORLD THEN, THE TASK FORCE ANALYSIS POINTS TO FOUR BASIC FACTS. FIRST, THAT WOMEN'S EMPLOYMENT ISSUES ARE AT THE VERY HEART OF A NEW, INTEGRATED EMPLOYMENT POLICY FOR THE 1980S. SECOND, THAT WOMEN, IN ORDER TO TAKE ADVANTAGE OF NEW OPPORTUNITIES, MUST BE EQUIPPED WITH AN APPROPRIATE SET OF SKILLS. THIRD, AT THE SAME TIME, THERE WILL ALSO HAVE TO BE SIGNIFICANT CHANGES IN THE WORK PLACE AND IN EMPLOYMENT PRACTICES. FINALLY, THERE IS A NEED FOR A RANGE OF SUPPORT PROGRAMS IF WOMEN ARE TO TAKE UP NEW JOBS.

OF COURSE, TO MOVE ON THESE ISSUES IT WASN'T NECESSARY TO WAIT FOR THE TASK FORCE REPORTS. THERE ARE A NUMBER OF EXAMPLES OF ACTIONS ALREADY TAKEN TO PREPARE FOR THE NEW CONDITIONS OF THE EIGHTIES.

ONE OF THE FIRST PROGRAMS I INTRODUCED AFTER BEING APPOINTED MINISTER OF EMPLOYMENT AND IMMIGRATION WAS A SPECIAL TRAINING ARRANGEMENT DESIGNED TO ENCOURAGE WOMEN TO MOVE INTO NON-TRADITIONAL OCCUPATIONS.

I'M PLEASED TO REPORT CONSIDERABLE SUCCESS WITH THIS INITIATIVE. RESPONSE TO THE PROGRAM, WHICH WAS INTRODUCED ON A PILOT BASIS, HAS BEEN GROWING STEADILY.

DURING THE FIRST FOUR MONTHS OF THIS FISCAL YEAR, NEARLY 1,000 WOMEN STARTED TRAINING IN NON-TRADITIONAL AREAS AS A DIRECT RESULT OF THIS INCENTIVE PROGRAM. THAT REPRESENTS A 300 PERCENT INCREASE IN THE NUMBER OF WOMEN TRAINING IN NON-TRADITIONAL OCCUPATIONS UNDER OUR INDUSTRIAL TRAINING PROGRAM IN THE SAME PERIOD LAST YEAR. I HAVE DECIDED TO INCREASE THE BUDGET FOR THIS PART OF OUR TRAINING PROGRAM TO \$8 MILLION, FROM THE \$3 MILLION ORIGINALLY ALLOCATED FOR THIS INITIATIVE. PROVIDED WE CAN KEEP UP THE MOMENTUM OVER THE YEAR, 3,000 WOMEN WILL RECEIVE TRAINING IN CABINET MAKING, ARCHITECTURAL DRAFTING, MOTOR VEHICLE MECHANICS AND IN OVER 200 OTHER OCCUPATIONS WHICH HAVE, IN THE PAST, BEEN MALE BASTIONS.

RESPONSE TO THIS INITIATIVE IS PARTICULARLY SIGNIFICANT BECAUSE NON-TRADITIONAL WORK WAS DEFINED, FOR THIS PROGRAM, AS THOSE OCCUPATIONS IN WHICH WOMEN FORM LESS THAN 10 PERCENT OF THE WORK FORCE. YOU CAN READILY APPRECIATE THAT IT IS MOST DIFFICULT TO MAKE HEADWAY IN THOSE OCCUPATIONS WHERE WOMEN ARE MOST UNDER-REPRESENTED; YET THIS IS PRECISELY WHAT WE - OR, MORE ACCURATELY, THEY - HAVE DONE.

FOR THE FUTURE, THE LABOUR MARKET TASK FORCE HAS RECOMMENDED EXTENDING THE DEFINITION OF NON-TRADITIONAL WORK TO EXPAND THE NUMBER OF INDUSTRIES THAT COULD BENEFIT FROM THE PROGRAM, AND THIS IS UNDER ACTIVE CONSIDERATION.

THE KEY QUESTION WE FACE IS WHETHER SCARCE FUNDS CAN BEST BE PUT INTO FUELLING THE EXPANSION OF WOMEN'S EMPLOYMENT IN THE MOST DIFFICULT AREAS, OR INTO PLACES WHERE WOMEN'S EMPLOYMENT GAINS CAN BE MADE WITH GREATER EASE. SO FAR, WE HAVE BEEN EXTREMELY SUCCESSFUL IN WORKING WHERE THE GROUND IS STONIER, BUT THAT IS NOT NECESSARILY WHERE WE SHOULD PLACE ALL OUR ADDITIONAL FUNDS IN THE FUTURE. A PROGRAM OF ADDITIONAL TRAINING TO UPGRADE WOMEN IN EXISTING JOBS IS AN EXAMPLE OF ANOTHER USE OF TRAINING FUNDS TO BUILD BETTER BRIDGE MECHANISMS TO HELP WOMEN ADVANCE TO HIGHER LEVEL JOBS.

ANOTHER IMPORTANT INITIATIVE WAS THE IMPLEMENTATION OF AFFIRMATIVE ACTION PLANNING WITHIN THE FEDERAL PUBLIC SERVICE. WE HAVE STARTED AFFIRMATIVE ACTION PROGRAMS BECAUSE WE BELIEVE THAT EMPLOYMENT PRACTICES MUST BE CHANGED ACCORDING TO A SYSTEMATIC ANALYSIS OF BARRIERS, AND OPPORTUNITIES IN THE WORK PLACE AS WELL AS SKILLS AND POTENTIAL IN THE WORK FORCE. AS A MAJOR EMPLOYER WE WANT TO LEAD BY EXAMPLE.

THE EXPERIENCE WE ARE NOW GAINING WITH AFFIRMATIVE ACTION WILL PUT US IN A POSITION TO EXTEND THE PROGRAM THROUGHOUT THE FEDERAL PUBLIC SERVICE AND TO ENCOURAGE ITS ADOPTION BY THE PRIVATE SECTOR.

A THIRD EXAMPLE OF A RECENT INITIATIVE AIMED AT IMPROVING EMPLOYMENT OPPORTUNITIES FOR WOMEN IS THE CREATION OF WOMEN'S EMPLOYMENT COUNSELLING CENTRES. SEVEN CENTRES ARE BEING SET UP TO IMPLEMENT NEW APPROACHES FOR ASSISTING WOMEN IN THE LABOUR FORCE - TO HELP WOMEN ADJUST TO OFFICE AUTOMATION FOR EXAMPLE.

THESE SPECIAL CENTRES ARE IN ADDITION TO THE VARIOUS OUTREACH PROJECTS ACROSS THE COUNTRY WHICH ARE BRINGING EMPLOYMENT SERVICES TO IMMIGRANT AND NATIVE WOMEN AS WELL AS OTHER GROUPS NOT WELL SERVED BY THE MAIN-LINE SERVICES.

I HAVE BRIEFLY DESCRIBED THREE INITIATIVES WHICH ILLUSTRATE THE VARIETY OF STEPS ALREADY TAKEN; FROM TRAINING SUBSIDIES ON THE SUPPLY SIDE, TO DEMAND SIDE INTERVENTIONS TO SPUR THE IMPLEMENTATION OF AFFIRMATIVE ACTION TO THE ESTABLISHMENT OF EMPLOYMENT SERVICE UNITS SPECIALLY TAILORED TO WOMEN'S NEEDS.

BUT THESE INITIATIVES ARE ONLY A START. THE TASK FORCE REPORTS SET OUT AN INTEGRATED SET OF PROPOSALS, WHICH TO MY MIND WOULD SET THE STAGE FOR MAKING A REAL BREAKTHROUGH.

EQUITY IN THE EMPLOYMENT FIELD HAS BEEN A DREAM FOR REFORM MINDED POLITICIANS. BUT, IN PRACTICE, POLICY MAKERS HAVE VIEWED THIS IDEAL REALM FROM THE FAR SIDE OF A SEEMINGLY UNBRIDGEABLE CHASM.

I FIRMLY BELIEVE THAT WE NOW HAVE THE CHANCE TO REALIZE THAT DREAM; I VIEW THE NEW LABOUR MARKET SITUATION OF THE EIGHTIES AS AN UNPARALLELED OPPORTUNITY. WITH THE RIGHT MIX OF POLICIES AND THE RIGHT FRAMEWORK FOR COOPERATION I THINK WE CAN OPEN UP REWARDING JOB OPPORTUNITIES TO CANADIANS WHO HAVE TRADITIONALLY BEEN DENIED ACCESS TO GOOD JOBS, WHO HAVE ENCOUNTERED THE BARRIER OF PREJUDICE OR WHO SIMPLY DID NOT HAVE THE LUCK OF THE DRAW AND HAVE BEEN UNABLE TO BREAK INTO THE ECONOMIC MAINSTREAM.

FOR WOMEN IN THE WORK WORLD, WE CAN BEGIN TO IMPLEMENT AN INTEGRATED SET OF INSTRUMENTS, EACH OF WHICH IS TAILORED TO SPECIFIC PROBLEMS AND OPPORTUNITIES.

THE INSTRUMENTS WHICH COULD BE CONTAINED IN A WOMEN'S EMPLOYMENT PACKAGE ARE: IMPROVED LABOUR MARKET INFORMATION, ENRICHED COUNSELLING AND TRAINING, VARIOUS EMPLOYMENT SUPPORT MEASURES, FLEXIBLE ARRANGEMENTS OF WORK AND MEASURES, INCLUDING MANDATORY MEASURES, TO ENSURE THAT EMPLOYERS ADOPT PROGRESSIVE EMPLOYMENT PRACTICES WHICH WOULD ENCOURAGE THE HIRING AND PROMOTION OF WOMEN AND OTHER TARGET GROUP MEMBERS.

SPECIFIC CHANGES AND PROGRAMS WHICH WOULD FORM A WOMEN'S EMPLOYMENT PACKAGE ARE DESCRIBED IN THE LABOUR MARKET TASK FORCE REPORT. WORK IS PROCEEDING TO FLESH OUT SOME OF THE MOST URGENTLY NEEDED OR MOST INNOVATIVE MEASURES.

PERHAPS I CAN GIVE YOU THE FLAVOUR OF THE IDEAS WE'RE DEVELOPING BY DESCRIBING TWO SPECIFIC INITIATIVES; ONE ON THE TRAINING SIDE, ONE IN THE AREA OF SUPPORT PROGRAMS - THE UNEMPLOYMENT INSURANCE REFORMS.

OVER THE PAST YEAR, IT APPEARS THAT A CONSENSUS HAS DEVELOPED ON THE PROFOUND EMPLOYMENT IMPLICATIONS OF THE MICRO-ELECTRONICS REVOLUTION.

THE NEW TECHNOLOGY IS AFFECTING A SUPRISINGLY WIDE RANGE OF OCCUPATIONS FROM FARMING TO STEEL MAKING, FROM ACCOUNTING TO ARCHITECTURE. BUT THE IMPACT ON CLERICAL WORK IS LIKELY TO BE PRONOUNCED AND SINCE WOMEN ARE DISPROPORTIONATLY REPRESENTED AMONG CLERICAL WORKERS, THE MICRO-ELECTRONICS REVOLUTION BRINGS IN ITS TRAIN SOME REVOLUTIONARY PROSPECTS FOR WOMEN'S EMPLOYMENT.

CHANGES IN THE OFFICE ENVIRONMENT ARE ALREADY DRAMATIC. INDICATIONS ARE THAT THERE IS A GROWING MISMATCH BETWEEN TRADITIONAL TRAINING AND THE SKILLS OF FEMALE JOB SEEKERS AND THE KINDS OF JOBS BEING CREATED BY THE NEW TECHNOLOGY. IN ONE CASE STUDY OF A LARGE CORPORATE HEAD OFFICE, NEW TECHNOLOGY DISPLACED 101 CLERICAL WORKERS FROM A PARTICULAR FUNCTION IN THE OFFICE. ONLY ONE OF THESE PEOPLE WAS PROMOTED FROM CLERICAL TO PROFESSIONAL RANKS WHILE 100 WORKERS WERE SIMPLY TRANSFERRED TO OTHER CLERICAL JOBS THROUGHOUT THE COMPANY. THE PROBLEM IS BECOMING NOT JUST ONE OF STEP-BY-STEP JOB MOBILITY, BUT RATHER A WIDENING GULF BETWEEN JOBS.

THE PROBLEMS CREATED BY THE MICRO-ELECTRONIC REVOLUTION ARE NOW PRETTY WELL UNDERSTOOD. AND THE POTENTIAL FOR PRODUCTIVITY INCREASES AND NEW TYPES OF JOBS IS ALSO EVIDENT. WHAT WE MUST DO, AS NEW TECHNOLOGY IS IMPLEMENTED, IS MAKE THE CHANGES WITH OUR EYES OPEN - WITH AN UNDERSTANDING OF ITS EFFECTS ON PEOPLE.

WITHIN THE FEDERAL GOVERNMENT, WE HAVE TAKEN SOME STEPS TO ENSURE THAT TECHNOLOGICAL CHANGES ARE MADE WITH REGARD FOR THE EFFECTS ON PEOPLE. THE OFFICE OF THE CO-ORDINATOR FOR THE STATUS OF WOMEN IS UNDERTAKING A STUDY OF HOW THE NEW TECHNOLOGY WILL AFFECT EMPLOYMENT OPPORTUNITIES FOR WOMEN IN THE PUBLIC SERVICE. TREASURY BOARD WILL MONITOR THE IMPACT OF MICRO-PROCESSING TECHNOLOGY ON FEDERAL WORKERS AND HELP DEVELOP NEW POLICY IN THIS AREA. DEPARTMENT OF COMMUNICATIONS RESEARCH STUDIES ON THE POTENTIAL OF NEW COMMUNICATIONS EQUIPMENT INCLUDE A STUDY OF PEOPLE ISSUES SUCH AS SKILL DISPLACEMENT AND QUALITY OF WORK LIFE.

ONE SPECIFIC RESPONSE TO THESE KINDS OF ADJUSTMENT PROBLEMS WOULD BE A SPECIAL TARGETTING OF OUR TRAINING FUNDS FOR THE TRAINING OF WOMEN IN THE HIGH TECH OCCUPATIONS. A PORTION OF THESE FUNDS COULD BE SPENT IN TRAINING INSTITUTIONS TO ENCOURAGE WOMEN TO ACQUIRE THE SKILLS NECESSARY TO ENTER INTO GROWTH OCCUPATIONS. TRAINING WOULD ALSO OCCUR ON-THE-JOB WITH THE FUNDS USED TO ENCOURAGE EMPLOYERS TO PROVIDE BRIDGING PROGRAMS TO ENABLE WOMEN TO ADVANCE INTO HIGHER SKILLED AND HIGHER PAYING JOBS.

THIS TYPE OF INITIATIVE WOULD, IN ITSELF, REPRESENT A MAJOR STEP FORWARD. WHEN COMBINED WITH SOME OF THE OTHER TASK FORCE PROPOSALS, SUCH AS AFFIRMATIVE ACTION PLANNING AND IMPROVED EDUCATIONAL LEAVE POLICIES, THE RESULTS COULD BE VERY IMPRESSIVE INDEED.

THE SECOND INITIATIVE I WANT TO TOUCH ON BRIEFLY IS THE PROPOSED REFORM OF THE UNEMPLOYMENT INSURANCE PROGRAM WHICH IS ONE OF THE MOST IMPORTANT INSTRUMENTS AVAILABLE TO COMBAT LABOUR ADJUSTMENT PROBLEMS THROUGHOUT CANADA. MY TASK FORCE REPORTS HAVE MADE A NUMBER OF SPECIFIC RECOMMENDATIONS WHICH WILL MAKE THE PROGRAM MORE EQUITABLE AND MORE USEFUL TO WOMEN IN THE CANADIAN WORK FORCE.

TO MY MIND, AMONG THE MOST IMPORTANT ALTERATIONS ARE THE REMOVAL OF SPECIAL CONDITIONS SURROUNDING THE PAYMENT OF MATERNITY BENEFITS. THE ELIMINATION OF SECTION 46 OF THE UNEMPLOYMENT INSURANCE ACT AND THE "MAGIC 10" RULE MARKS A MAJOR STEP TO REDRESS PAST DISCRIMINATION. THESE AND OTHER RECOMMENDED CHANGES RECOGNIZE THE INCREASINGLY IMPORTANT LABOUR FORCE CONTRIBUTION WOMEN WILL MAKE THIS DECADE.

FOR WOMEN, AND INDEED ALL CANADIANS WHO WILL BE IN THE WORK FORCE OVER THE COMING YEARS OF CHANGE AND ADJUSTMENT, THE TASK FORCE PROPOSALS CONSTITUTE A MAJOR AGENDA FOR REFORM. INITIATIVES IN THE FIELDS OF TRAINING, COUNSELLING AND HUMAN RESOURCE MANAGEMENT PRACTICES WILL LEAD TO SOCIAL AND ECONOMIC GAINS FOR CANADIAN WOMEN. AT THE SAME TIME, SUCH INITIATIVES ARE VITAL TO OUR OVERALL ECONOMIC PERFORMANCE. IF WOMEN ARE NOT IN A POSITION TO ACHIEVE THEIR PRODUCTIVE POTENTIAL, CANADA'S ECONOMIC GROWTH WILL SURELY SUFFER.

I'M COMMITTED TO TURNING THE DREAM OF EQUAL OPPORTUNITY IN THE WORK FORCE INTO REALITY. THERE IS REASON TO BELIEVE THAT THIS IS THE DECADE FOR MAJOR PROGRESS.

A NUMBER OF THE REFORMS SUGGESTED BY THE TASK FORCE REPORTS WILL ONLY BE ACHIEVED IF A BROAD CONSENSUS CAN BE DEVELOPED. THE ADOPTION OF PROGRESSIVE EMPLOYMENT PRACTICES, AFFIRMATIVE ACTION BEING ONLY ONE SUCH INITIATIVE, WILL COME ONLY AFTER SOME PRETTY INTENSIVE EXAMINATION.

CONSULTATIONS ON POLICIES AND SPECIFIC INITIATIVES ARE NOW UNDERWAY WITH REPRESENTATIVES OF VARIOUS INTEREST GROUPS. I HAVE ALSO HELD ONE MEETING WITH MY PROVINCIAL COUNTERPARTS TO DISCUSS THE REFORMS. A SECOND MEETING TO REVIEW TRAINING POLICY IS SCHEDULED FOR LATER THIS FALL.

OVER THE COMING MONTHS MY NUMBER ONE PRIORITY IS TO CARRY THROUGH WITH THE REFORMS OUTLINED IN THE TASK FORCE REPORTS. I WANT TO DO THIS WITH THE WIDEST POSSIBLE SUPPORT. FOR THAT REASON, I URGE YOU TO CONTRIBUTE TO THE POLICY PROCESS, TO PLAN FOR CHANGE WITHIN YOUR OWN WORKING ENVIRONMENTS AND TO TAKE A LEADERSHIP ROLE WITH OTHER WORKING WOMEN.



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NOTES FOR A TALK
BY
RÉMI BUJOLD
PARLIAMENTARY SECRETARY
TO THE
HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION
TO A CONFERENCE ON
QUEBEC PERSPECTIVES ON THE
AXWORTHY AND ALLMAND REPORTS
MONTREAL, QUEBEC
OCTOBER 26, 1981



PLEASE CHECK AGAINST DELIVERY

THE WIDE RANGING, COMPREHENSIVE ANALYSIS AND CONCLUSIONS CONTAINED IN THE TASK FORCE REPORTS ON LABOUR MARKET DEVELOPMENT IN THE 1980S AND THE UNEMPLOYMENT INSURANCE SYSTEM CRYSTALIZE AROUND A SINGLE MESSAGE.

THE EXISTING ARRANGEMENTS FOR INVESTING IN THE PRODUCTIVE CAPACITY OF CANADIANS AND FOR PROVIDING INCOME SECURITY FOR INDIVIDUALS FACING WORK RELATED ADJUSTMENTS ARE OUT OF BALANCE. THE ARRANGEMENTS ARE OUT OF BALANCE NOW AND THEY COULD WELL BECOME EVEN MORE UNBALANCED AS WE FACE FUNDAMENTAL CHANGES, BOTH IN THE WORK FORCE AND IN THE WORK PLACE OVER THE COMING YEARS. TO AVERT THIS, WE MUST ENGAGE IN A PROCESS OF REFORM.

THE TASK FORCE REPORTS, AND OTHER INITIATIVES AT THE NATIONAL LEVEL SUCH AS THE CROSS-COUNTRY HEARINGS HELD BY THE ALLMAND COMMITTEE, ARE ATTEMPTS TO DEFINE THE SHAPE OF THINGS TO COME IN THE REALM OF LABOUR MARKETS AND TO IDENTIFY AND THEN TO DEVELOP A CONSENSUS AROUND SOME PRACTICAL, PROGRESSIVE SOLUTIONS TO LOOMING PROBLEMS.

THAT IS MY PURPOSE IN MEETING WITH ALL OF YOU HERE TODAY AND THAT ALSO IS MY PURPOSE IN MEETING WITH MINISTERS REPRESENTING PROVINCIAL GOVERNMENTS. THE STAGE IS SET FOR SIGNIFICANT REFORMS IN LABOUR MARKET POLICY.

THE FIRST FULL MEETING OF FEDERAL AND PROVINCIAL MINISTERS RESPONSIBLE FOR HUMAN RESOURCE POLICIES WAS HELD SEPTEMBER 14 IN QUEBEC CITY. ONE OF THE RESULTS OF THAT MEETING WAS THAT THE QUESTION OF THE APPROPRIATE ROLE OF THE FEDERAL AND PROVINCIAL GOVERNMENTS IN THIS VITAL FIELD WAS THROWN INTO STARK RELIEF.

THE FEDERAL GOVERNMENT'S APPROACH IS THAT, IN A FIELD SO CRITICAL TO CANADA'S ECONOMIC DEVELOPMENT THERE IS A LEGITIMATE AND INDEED, ABSOLUTELY NECESSARY, FEDERAL ROLE. WE REGARD HUMAN RESOURCE DEVELOPMENT AS ONE OF THE PRINCIPAL LEVERS OF ECONOMIC MANAGEMENT IN THIS COUNTRY. IT IS A LEVER

THAT MAY HAVE BEEN SOMEWHAT OVERLOOKED IN THE PAST IN THE SENSE THAT THE MACRO-ECONOMIC LEVERS OF MONETARY AND FISCAL POLICY HAVE TRADITIONALLY BEEN SEEN AS THE MAJOR TECHNIQUE FOR ECONOMIC MANAGEMENT.

BUT THE NEED FOR NEW ECONOMIC APPROACHES IS APPARENT TO ALL AND, IN MY VIEW, ATTENTION IS SHIFTING TO LABOUR MARKET POLICIES NOT ONLY IN CANADA BUT IN MANY OTHER COUNTRIES, INDUSTRIALIZED AND INDUSTRIALIZING ALIKE.

HISTORICALLY, THE FEDERAL GOVERNMENT HAS HAD HEAVY RESPONSIBILITIES BECAUSE WE ARE DEALING WITH A NATIONAL LABOUR MARKET. WE ARE RESPONSIBLE FOR A NUMBER OF PROGRAMS AND POLICIES: THE PROVISION OF EMPLOYMENT AND COUNSELLING SERVICES, THE OPERATION OF THE UNEMPLOYMENT INSURANCE SYSTEM, A COMMITMENT TO MOBILITY RIGHTS FOR WORKERS MOVING BETWEEN PROVINCES, A VERY LARGE FINANCIAL CONTRIBUTION TO PROVINCIAL EDUCATION AND TRAINING PROGRAMS, THE OPERATION OF THE IMMIGRATION SERVICE AND THE DELIVERY OF A VARIETY OF PROGRAMS TO STIMULATE EMPLOYMENT FOR DISADVANTAGED GROUPS AND IN DEPRESSED REGIONS.

THESE NATIONAL PROGRAMS HAVE BEEN IMPORTANT TO CANADA'S ECONOMIC SUCCESSES IN THE PAST AND WILL BE THE KEY TO ECONOMIC SUCCESS IN THE FUTURE. BUT WHEN I SAY THAT LABOUR MARKET POLICY IS INCREASINGLY BEING SEEN AS A MAJOR LEVER FOR NATIONAL ECONOMIC MANAGEMENT, I AM NOT SAYING THAT IT IS A LEVER THAT THE FEDERAL GOVERNMENT CAN USE IN ISOLATION FROM THE REALITY OF OUR NATIONAL LABOUR MARKET.

WHILE IT IS UNDENIABLE THAT THERE IS A SUBSTANTIAL ROLE FOR THE FEDERAL GOVERNMENT IN USING LABOUR MARKET POLICIES TO ACHIEVE NATIONAL OBJECTIVES, IT IS EQUALLY CLEAR THAT THERE IS GREAT SCOPE FOR SHARED RESPONSIBILITIES BETWEEN FEDERAL AND PROVINCIAL GOVERNMENTS. THIS IS MOST EVIDENT, OF COURSE, IN THE TRAINING AREA BUT IT ALSO EXISTS IN THE AREA OF EMPLOYMENT DEVELOPMENT AND WITH RESPECT TO MEASURES TO IMPROVE THE INTEGRATION OF TARGET GROUPS INTO THE LABOUR FORCE. GIVEN THE FEDERAL RESPONSIBILITY FOR MANAGEMENT OF THE ECONOMY AND GIVEN THE FACT THAT LABOUR MARKET POLICIES ARE A NECESSARY COMPLEMENT OF STABILIZATION POLICY AND OTHER STRUCTURAL POLICIES, YOU WILL NOT BE SURPRISED THAT I REJECT CATEGORICALLY THE DEMANDS OF SOME PROVINCIAL GOVERNMENTS, INCLUDING QUEBEC'S, THAT RESPONSIBILITY FOR THESE POLICIES BE LODGED WITH THE INDIVIDUAL PROVINCES. THE FEDERAL ROLE SHOULD NOT BE CONFINED MERELY

TO TRANSFERRING FISCAL CAPACITY TO THE PROVINCES.

I SIMPLY CANNOT ACCEPT, FOR EXAMPLE, THE POSITION PUT BY MR. MAROIS, THE QUEBEC MINISTER OF LABOUR, MANPOWER AND INCOME SECURITY, THAT RESPONSIBILITY AND FUNDING FOR JOB CREATION AND TRAINING PROGRAMS BE TURNED OVER TO PROVINCIAL GOVERNMENTS. A PROCESS OF REFORM OF LABOUR MARKET POLICY BECOMES SOMEWHAT DIFFICULT WHEN QUEBEC TAKES THE EXTREMIST VIEW THAT IT HAS, TO QUOTE MR. MAROIS, TAKEN AN "IRREVOCABLE DECISION TO PUT THE BRAKES ON OTTAWA'S AMBITION TO ANNIHILATE THE RESPONSIBILITIES OF QUEBEC.

FOR MY PART, I AM NOT MUCH ATTRACTED BY THE NOTION OF FIGHTING OUT THE MECHANICS OF SOVEREIGNTY ASSOCIATION IN THE REALM OF LABOUR MARKET POLICY. I AM MUCH MORE INTERESTED IN FINDING SOME POINTS OF AGREEMENT ON PRACTICAL REFORMS WHICH WILL ENABLE THE SENSITIVE AND FLEXIBLE APPLICATION OF PROGRAMS IN ALL PARTS OF CANADA.

WE CLEARLY RECOGNIZE THAT THERE ARE NATIONAL SOCIAL AND ECONOMIC OBJECTIVES AND, AS A CONSEQUENCE, A SIGNIFICANT FEDERAL ROLE IN THE LABOUR MARKET AREA. BUT, JUST AS CLEARLY, WE RECOGNIZE THAT POLICIES AND PROGRAMS OFTEN CANNOT BE APPLIED UNIFORMLY ACROSS THE COUNTRY. THE CONCERNS IN THE WESTERN PROVINCES ARE THAT WORKERS BE SUPPLIED IN ADEQUATE NUMBERS AND WITH THE REQUISITE TRAINING TO MEET THE BURGEONING DEMAND. MANY OF THE EASTERN PROVINCES' CONCERNS RELATE MORE TO THE PROVISION OF JOB OPPORTUNITIES FOR AN UNDER-EMPLOYED LABOUR FORCE. TO SOME EXTENT OUR POLICIES ALREADY DO VARY IN THEIR APPLICATION ACROSS REGIONS BUT I THINK WE CAN DO A BETTER JOB IN THE FUTURE THAN WE HAVE IN THE PAST OF TARGETTING POLICIES TO DIFFERING REGIONAL NEEDS.

THOUGH IT IS CRITICAL TO RECOGNIZE THAT THERE ARE IMPORTANT DIFFERENCES IN THE LABOUR MARKET ENVIRONMENT IN DIFFERENT PARTS OF THE COUNTRY IT IS EQUALLY IMPORTANT NOT TO LOSE SIGHT OF THE FACT THAT THERE ARE A NUMBER OF ELEMENTS WHICH ARE COMMON TO ALL REGIONS. THESE COMMON ELEMENTS EXIST ON BOTH THE SUPPLY AND DEMAND SIDES OF THE MARKET. PARAMOUNT AMONG THEM ARE THE FUNDAMENTAL DEMOGRAPHIC FACTS OF A MORE SLOWLY GROWING LABOUR FORCE AND CHANGES IN ITS COMPOSITION LEADING IN QUITE DIFFERENT DIRECTIONS FROM THOSE OF THE PAST.

IN THE LATE 1960s AND EARLY 1970s THE PRINCIPAL PROBLEM WE FACED WAS THE EXTRAORDINARY GROWTH IN THE LABOUR FORCE; A CONSEQUENCE BOTH OF POPULATION INCREASE AND THE DRAMATIC INCREASE IN PARTICIPATION, PARTICULARLY OF WOMEN. IN THE FUTURE, LABOUR FORCE GROWTH IS LIKELY TO BE OF THE ORDER OF TWO PERCENT PER YEAR COMPARED TO A RATE OF UPWARDS OF THREE PERCENT EXPERIENCED IN THE RECENT PAST. OF THIS LABOUR FORCE GROWTH, ROUGHLY TWO-THIRDS WILL BE COMPRISED OF ADULT WOMEN COMPARED TO SOME 40 PERCENT IN RECENT YEARS.

ON THE DEMAND SIDE WE ALSO FORESEE SOME PRETTY SUBSTANTIAL CHANGES BOTH AMONG INDUSTRIES AND WITHIN THEM DUE TO THE IMPACT OF TECHNOLOGICAL CHANGE AND BECAUSE OF CHANGES IN THE PATTERN OF INTERNATIONAL COMPETITION. CHANGING OFFICE TECHNOLOGY WILL RESULT IN SUBSTANTIAL CHANGES IN THE NATURE OF NEW JOB OPPORTUNITIES IN MANY INDUSTRIES PARTICULARLY THOSE ASSOCIATED WITH SOME OF THE SERVICE INDUSTRIES. INCREASING USE OF ROBOTS IN THE MANUFACTURING INDUSTRY IS LIKELY TO HAVE IMPORTANT CONSEQUENCES FOR THE GROWTH AND COMPOSITION OF EMPLOYMENT. FINALLY, THE INCREASING PREVALENCE OF MEGA-PROJECTS IN THE RESOURCE AREAS WILL REQUIRE GOOD LABOUR MARKET MANAGEMENT IF SEVERE STRAINS ARE TO BE AVOIDED.

THESE PROSPECTS FOR THE NATURE OF LABOUR MARKETS IN THE 80s IMPLY THAT:

- THERE WILL BE A NEED FOR MUCH MORE ADJUSTMENT BY EXISTING WORKERS TO THE CHANGING GEOGRAPHICAL LOCATION AND INDUSTRIAL AND OCCUPATION COMPOSITION OF JOBS.
- WE WILL HAVE TO DO A MUCH BETTER JOB OF INTEGRATING WOMEN, NATIVES AND THE DISABLED INTO A BROADER RANGE OF OCCUPATIONS AND INDUSTRIES THAN WE HAVE IN THE PAST.

IN A NUTSHELL, THE LABOUR MARKET PROBLEM OF THE 80s WILL BE ADJUSTMENT RATHER THAN ABSORPTION AND THE LABOUR MARKET DEVELOPMENT TASK FORCE HAS MADE SUGGESTIONS IN A NUMBER OF POLICY AREAS FOR REORIENTING OUR LABOUR MARKET POLICIES TO MORE EFFECTIVELY RESPOND, NOTABLY WITH RESPECT TO TRAINING, THE OPERATION OF THE EMPLOYMENT SERVICE AND THE INTEGRATION OF TARGET GROUPS. THIS THEME ALSO HAD A SIGNIFICANT

INFLUENCE ON THE PACKAGE OF CHANGES SUGGESTED BY THE UNEMPLOYMENT INSURANCE TASK FORCE.

SINCE DAVID DODGE WILL DISCUSS THE TASK FORCE SUGGESTIONS RELATED TO A NUMBER OF LABOUR MARKET POLICIES, I WOULD LIKE TO TAKE THE OPPORTUNITY OF OUTLINING THE CHANGES SUGGESTED BY THE UI TASK FORCE AND, IN PARTICULAR, TO COMMENT ON THEIR IMPACT IN QUEBEC.

I KNOW THAT THERE IS CONCERN IN QUEBEC AND THE ATLANTIC REGION ABOUT THE IMPACT OF THE SUGGESTIONS MADE IN THE UNEMPLOYMENT INSURANCE TASK FORCE REPORT. IT HAS BEEN ALLEGED, FOR EXAMPLE, THAT THE PROPOSED CHANGES WILL RESULT IN A SUBSTANTIAL REDUCTION IN THE NET CONTRIBUTION OF UNEMPLOYMENT INSURANCE TO THE INCOME OF QUEBECKERS. WHILE IT IS TRUE THAT THE THRUST OF THE CHANGES SUGGESTED IN THE REPORT IS TO STRENGTHEN THE UI PROGRAM'S CAPACITY TO MEET ITS LABOUR MARKET ADJUSTMENT ROLE, I WANT TO POINT OUT THAT WE MADE EVERY ATTEMPT TO ACCOMPLISH THIS WITHOUT UNDULY COMPROMISING THE INCOME PROTECTION PROVIDED TO INDIVIDUALS. I WISH TO STRESS THAT THE PROPOSALS CONTAINED IN THE UI TASK FORCE REPORT CONSTITUTE A CONCERTED AND INTERRELATED SET OF SUGGESTIONS WHICH, TAKEN TOGETHER, ADDRESS THE FOUR MAJOR ISSUES OF PROGRAM COMPLEXITY, EQUITY, LABOUR MARKET IMPACT AND COST EFFECTIVENESS.

AT THE OUTSET, IT MUST BE NOTED THAT UI WAS NEVER INTENDED TO REPLACE SOCIAL ASSISTANCE PAYMENTS. ITS INTENT IS TO PROVIDE TEMPORARY INCOME PROTECTION DURING THE TIME IT TAKES CLAIMANTS TO FIND JOBS FOR WHICH THEY ARE SUITED. IT IS A SOCIAL INSURANCE PROGRAM IN WHICH BENEFITS ARE PAYABLE TO THOSE ELIGIBLE FOR A DEFINITE PERIOD OF TIME. IT CANNOT BE OPEN-ENDED NOR CAN IT BE INDEPENDENT OF INDIVIDUAL WORK EXPERIENCE OR SPECIFIC CONDITIONS OF ELIGIBILITY. WE CANNOT LOSE SIGHT OF THE JOB SEARCH OR WORK INCENTIVES THAT ARE IMPLICIT IN ITS PROVISIONS.

ATTENTION HAS TENDED TO FOCUS ON THE IMPACT OF THE PROPOSALS RELATING TO ENTRANCE REQUIREMENTS. IN THIS RESPECT IT IS IMPORTANT TO NOTE THAT THE LAST CHANGES IN 1979 RAISED THE ENTRANCE REQUIREMENTS UP TO 20 WEEKS FOR REPEATERS, NEW ENTRANTS AND RE-ENTRANTS. THESE SPECIAL

ENTRANCE REQUIREMENTS WERE ESSENTIALLY DIRECTED AT THE MOST DISADVANTAGED GROUPS IN THE LABOUR MARKET AND THEIR REMOVAL, AS PROPOSED BY THE TASK FORCE, SHOULD ALLOW SOME 250,000 ADDITIONAL INDIVIDUALS TO GAIN ENTRY TO THE PROGRAM AS ENTRANCE REQUIREMENTS WILL BE LOWER FOR MANY OF THEM. IT IS TRUE THAT THESE NUMBERS ARE SLIGHTLY MORE THAN OFFSET BY THE SOME 280,000 CLAIMANTS WHO COULD BE ADVERSELY AFFECTED BY THE PROPOSED INCREASE IN THE BASIC ENTRANCE REQUIREMENT. IN QUEBEC THE NET BALANCE IS ABOUT 1,200 INDIVIDUALS OR TWO-TENTHS OF ONE PERCENT OF CURRENT CLAIMANTS. NOTWITHSTANDING THIS MINIMAL EFFECT, THE TASK FORCE PROPOSALS WILL PROVIDE MUCH MORE EQUITABLE TREATMENT IN THAT THOSE WHO ARE NOW THE MOST DISADVANTAGED IN THE LABOUR MARKET WILL NO LONGER NEED THE SPECIAL HIGHER ENTRANCE REQUIREMENTS FOR CLAIMING BENEFITS. FURTHER, THE PROPOSALS WILL CONTINUE TO RESPECT REGIONAL DIFFERENCES.

APART FROM THESE CONSIDERATIONS, THE TASK FORCE HAS FOUND IMPORTANT EVIDENCE TO SUGGEST THAT MANY CLAIMANTS FACED WITH HIGHER ENTRANCE REQUIREMENTS UNDER BILL C-14 HAVE HAD THE ABILITY TO ACQUIRE THE EXTRA WEEKS OF WORK THEY NEEDED EITHER ON THEIR OWN OR BECAUSE EMPLOYERS CHANGED THEIR HIRING PATTERNS. THIS HAS BEEN PARTICULARLY EVIDENT IN SEASONAL INDUSTRIES IN HIGH UNEMPLOYMENT AREAS. IN QUEBEC, FOR EXAMPLE, THE EVIDENCE IS STRONG THAT CLOSE TO ONE-HALF THE WORKERS AFFECTED HAVE BEEN ABLE TO GAIN EXTRA WEEKS OF WORK TO QUALIFY. THIS MAY HAVE HAD AN IMPORTANT POSITIVE EFFECT ON THE MEASURED UNEMPLOYMENT RATE, SINCE THIS MEANS THAT MORE PEOPLE ARE WORKING LONGER.

IT IS IMPORTANT TO NOTE THAT CLOSE TO 100,000 CANADIAN WOMEN COULD BENEFIT FROM THE PROPOSED CHANGES IN THE MATERNITY PROVISIONS. IN ADDITION, SOME 200,000 ADDITIONAL PART-TIME WORKERS WHO ARE NOW DENIED COVERAGE UNDER THE MINIMUM INSURABILITY PROVISIONS WOULD BE ENTITLED TO COVERAGE UNDER UI AND IT IS EXPECTED THAT ABOUT 14,000 OF THEM WILL ACTUALLY CLAIM BENEFITS.

THERE ARE ALSO REAL BENEFITS TO BE GAINED BY MANY HUNDREDS OF THOUSANDS OF WORKERS THROUGH THE INCREASE IN THE MAXIMUM INSURANCE EARNINGS CEILING, THE MORE GENEROUS TREATMENT OF VACATION PAY AND OTHER EARNINGS ON SEPARATION, AS WELL AS THE MORE FLEXIBLE ARRANGEMENTS FOR SICKNESS BENEFITS.

IN TERMS OF THE IMPACT OF THE ENTIRE PACKAGE OF UI PROPOSALS, WE ESTIMATE THAT, IN QUEBEC, BENEFIT PAYMENTS WOULD TOTAL SOME \$2.39 BILLION IN 1983-84, A REDUCTION OF SOME \$42 MILLION BELOW PAYMENTS THAT WOULD ACCRUE UNDER THE EXISTING PROGRAM BUT A SIGNIFICANT INCREASE FROM 1980 EXPENDITURES OF \$1.61 BILLION. WHEN ACCOUNT IS TAKEN OF THE COMBINED IMPACT OF THE CHANGES IN BENEFIT PAYMENTS, CHANGES IN PREMIUM REVENUE, AND CHANGES IN THE FEDERAL TAX TAKE RESULTING FROM THE UI PROPOSALS, THE NET OVERALL IMPACT ON QUEBEC ACTUALLY RESULTS IN A MARGINAL INCREASE IN THE SIZE OF THE NET TRANSFER TO THE PROVINCE FROM OTHER REGIONS OF THE COUNTRY TO AN ESTIMATED \$815 MILLION IN 1983-84. THUS IT CAN HARDLY BE SAID THAT THE IMPACT OF THE UI PROPOSALS ON QUEBEC IS SUBSTANTIAL.

MOREOVER, WE MUST RECOGNIZE THE NEED, STRESSED IN THE REPORTS OF BOTH TASK FORCES, FOR IMPROVED POLICIES TO GENERATE STABLE AND DURABLE EMPLOYMENT. THIS IS PARTICULARLY IMPORTANT IN HIGH UNEMPLOYMENT AREAS WHERE STEPS NEED TO BE TAKEN TO BREAK THE CYCLE OF DEPENDENCY ON INCOME MAINTENANCE MEASURES.

ON THIS QUESTION, LET ME SAY AT THE OUTSET THAT THE FEDERAL GOVERNMENT IS MOST CONCERNED TO MAINTAIN A BALANCE BETWEEN MEASURES DESIGNED TO IMPROVE MOBILITY AND MEASURES DESIGNED TO IMPROVE EMPLOYMENT OPPORTUNITIES. IT HAS BEEN, AND CONTINUES TO BE, AN OBJECTIVE OF THE FEDERAL GOVERNMENT TO MAINTAIN A REASONABLE BALANCE IN THE DISTRIBUTION OF THE POPULATION.

WE HAVE IN PLACE A LARGE NUMBER OF EMPLOYMENT DEVELOPMENT PROGRAMS, INCLUDING THOSE OF MY DEPARTMENT. OUR OVERRIDING CONCERN IS THAT THESE PROGRAMS BE USED EFFECTIVELY TO PROMOTE STABLE AND DURABLE JOBS IN AREAS WITH HISTORICALLY HIGH UNEMPLOYMENT. WE HAVE NO INTENTION

OF REDUCING OUR OVERALL EMPLOYMENT DEVELOPMENT EMPHASIS AND I HAVE NO DOUBT THAT WE CAN, IN CONJUNCTION WITH PROVINCIAL GOVERNMENTS, IMPROVE THE EFFECTIVENESS OF THESE PROGRAMS. CLEARLY THE PROGRAMS OF MY OWN DEPARTMENT, WHILE THEY HELP TO SOLVE SOME PROBLEMS, HAVE BEEN TOO SHORT TERM IN NATURE TO REALLY GET AT THE DEEP-SEATED PROBLEM AREAS WITH A LONG HISTORY OF HIGH UNEMPLOYMENT.

IMPROVED EMPLOYMENT DEVELOPMENT MEASURES COMBINED WITH A MORE EQUITABLE AND EFFICIENT UNEMPLOYMENT INSURANCE PROGRAM ARE, I SUGGEST, THE BEST COMBINATION OF POLICIES TO INCREASE PRODUCTIVE EMPLOYMENT AND REDUCE UNEMPLOYMENT IN AREAS OF CHRONIC HIGH UNEMPLOYMENT. I HAVE TO SAY, HOWEVER, THAT THERE ARE NO EASY ANSWERS AND IT IS DIFFICULT TO DEVISE MEASURES WHICH HAVE A RAPID AND SUSTAINED IMPACT.

WE NEED TO RECOGNIZE ALSO THAT WHILE EMPLOYMENT DEVELOPMENT HAS BEEN AND WILL REMAIN AN IMPORTANT ELEMENT OF THE GOVERNMENT STRATEGY, GEOGRAPHICAL MOBILITY IS ALSO A ROUTE USED BY MANY CANADIANS TO OBTAIN BETTER JOBS.

THERE HAS BEEN SIGNIFICANT MOVEMENT OF PEOPLE INTO AND OUT OF QUEBEC IN THE PAST. IN THE YEAR ENDING JUNE 1981, FOR EXAMPLE, NET INTERPROVINCIAL MIGRATION OUT OF QUEBEC WAS SOME 23,000 PEOPLE, SOMEWHAT LOWER THAN THE NET OUT-FLOWS WHICH OCCURRED IN THE PRECEDING THREE YEARS BUT SUBSTANTIAL NONETHELESS. UNDERLYING THIS NET MOVEMENT WERE LARGER FLOWS OF PEOPLE BOTH INTO AND OUT OF THE PROVINCE. THE REAL MOBILITY QUESTION FOR QUEBEC RELATES, OF COURSE, TO THE EXTENT TO WHICH THE FRANCOPHONE POPULATION IS MOBILE AMONG PROVINCES; IT IS FREQUENTLY ALLEGED THAT FRENCH-SPEAKING CANADIANS CANNOT OR DO NOT MOVE IN SEARCH OF BETTER JOBS.

COMPLETE INFORMATION ON THE INTERPROVINCIAL MIGRATION OF FRENCH-SPEAKING CANADIANS IS NOT AVAILABLE. THERE IS, HOWEVER, SOME EVIDENCE THAT SIGNIFICANT NUMBERS OF FRANCOPHONES ARE MOBILE AND ARE IN FACT MOVING FROM QUEBEC TO THE WEST IN SEARCH OF JOBS.

OUR CEC MANAGERS IN CALGARY AND EDMONTON INFORM ME THAT THEY ARE SERVING SUBSTANTIAL NUMBERS OF FRANCOPHONE MIGRANTS. THE MAIN CALGARY CEC ESTIMATES, FOR EXAMPLE, THAT AN AVERAGE OF THE ORDER OF 300 FRENCH SPEAKING CLIENTS PER WEEK ARE RECEIVING SERVICE IN FRENCH. MOREOVER, I AM INFORMED THAT THE AVAILABILITY OF SUPPORT SERVICES TO FRANCOPHONE MIGRANTS IS INCREASING AS VARIOUS COMMUNITY GROUPS HAVE BEEN FORMED TO ASSIST NEW RESIDENTS FROM QUEBEC. I REALIZE THAT THIS EVIDENCE IS FRAGMENTARY AND DOES NOT REFLECT THE NUMBERS OF FRANCOPHONES WHO MAY HAVE MOVED AND FOUND JOBS WITHOUT THE INTERVENTION OF CECs. IT IS SUGGESTIVE, HOWEVER, OF THE CONCLUSION THAT FRENCH SPEAKING QUEBECKERS ARE MOVING IN SIGNIFICANT NUMBERS IN RESPONSE TO PERCEIVED JOB OPPORTUNITIES.

IN CLOSING I WANT TO REITERATE THE UNDERLYING THRUST OF THE TWO TASK FORCE REPORTS. OUR CONCERN AS A FEDERAL GOVERNMENT IS TO ARRIVE AT A NEW SET OF ARRANGEMENTS FOR TRAINING, EMPLOYMENT DEVELOPMENT AND UNEMPLOYMENT INSURANCE WHICH REFLECT THE EMERGING ECONOMIC REALITIES OF THE 1980s AND WHICH RESPOND TO THE NEEDS OF INDIVIDUAL CANADIANS WHEREVER THEY MAY LIVE.

THE PROPOSALS CONTAINED IN THE TASK FORCE REPORT ARE A STEP IN THE PROCESS OF DEVELOPING THAT NEW SET OF ARRANGEMENTS. TAKEN TOGETHER, THE PROPOSALS REPRESENT AN INTEGRATED PACKAGE OF REFORMS FLEXIBLE ENOUGH TO RESPOND TO EVOLVING CONDITIONS IN VARIOUS ECONOMIC SECTORS AND IN THE VARIOUS REGIONS OF CANADA. WITH THE RIGHT MIX OF LABOUR MARKET PROGRAMS THERE ARE OPPORTUNITIES TO ACHIEVE OUR GOALS OF HIGH EMPLOYMENT, LOWER INFLATION, IMPROVED PRODUCTIVITY AND REAL INCOME GROWTH.

AT THE SAME TIME I SHOULD STRESS THAT THE REFORMS ARE TILTED HEAVILY IN A PROGRESSIVE DIRECTION AND COULD LEAD TO A MAJOR BREAKTHROUGH INTO THE ECONOMIC MAINSTREAM OF GROUPS WHO TRADITIONALLY HAVE FOUND THEMSELVES ON THE OUTSIDE LOOKING IN. FOR EXAMPLE, WOMEN NOW IN THE LABOUR FORCE OR PLANNING TO ENTER OVER THE COMING YEARS WILL BE ASSISTED BY THE ADOPTION OF PROGRESSIVE EMPLOYMENT PRACTICES SUCH AS AFFIRMATIVE ACTION AND THROUGH SPECIALLY DESIGNED COUNSELLING SERVICES AND TRAINING.

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BUT TO MAKE THAT BREAKTHROUGH, TO ELIMINATE THE SKILL BOTTLE-NECKS HOLDING BACK OUR ECONOMY, THERE MUST BE A STRONG COMMITMENT TO REFORM. THERE IS NOW A SOLID CONSENSUS, WHICH OUR TASK FORCE REPORTS AND THE INVESTIGATIONS CARRIED OUT BY MY COLLEAGUE WARREN ALLMAND CONTRIBUTE TO: THE STATUS QUO IS UNSATISFACTORY. A NUMBER OF STATEMENTS BY PROVINCIAL LEADERS SUPPORT THIS CONSENSUS.

A COMMITMENT TO REFORM REQUIRES THAT CONCRETE STEPS BE TAKEN TO CHANGE THE STATUS QUO. TO ACHIEVE THIS WE CAN'T BE TRAPPED BY OLD CONFLICTS AND FIGHTS.

I AM CONFIDENT THAT WE CAN LOOK FORWARD TO PRODUCTIVE CONSULTATIONS BECAUSE, IN THE AREA OF LABOUR MARKET POLICY, WE ARE NOT PLAYING A ZERO SUM GAME. BASICALLY, WE ARE LOOKING AT WAYS THAT ALL CANADIANS CAN INCREASE THEIR ECONOMIC OPPORTUNITIES. THAT IS A CONSIDERABLE INCENTIVE TO TAKE THE CO-OPERATIVE APPROACH.



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Employment and Immigration

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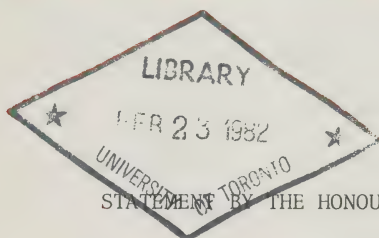
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STATEMENT BY THE HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION

CONCERNING THE CASE OF VICTOR MANUEL REGALADO

February 11, 1982.

I would like to clarify some of the issues arising from the case of Victor Manuel Regalado.

As you know, the Solicitor General and I have determined that it would be contrary to Canada's interests to permit Mr. Regalado to remain in Canada. Our decision was based not on what Mr. Regalado has said or written, but rather on the activities in which he was engaged.

Mr. Regalado, while in Canada, participated in activities which were contrary to the laws of Canada and which could result in danger to individual Canadians and to this country's national interest. The information compelling us to reach this conclusion cannot be revealed without damaging our nation's security. For this reason, the Solicitor General and I signed a Section 39 Certificate which has the effect of protecting the sources of our information.

The organization of public sentiment to pressure undemocratic governments to change their ways is not a prohibited activity in Canada. Mr. Regalado could not be deported for such activity.

Our decision in the Regalado case that this individual should not be allowed to remain in Canada does not diminish or detract from the government's commitment to respond sympathetically to the tragic situation in El Salvador.

Through a number of measures, Canada has given special recognition to the plight of Salvadorans who are fearful of returning to their country.

For example, I announced that Canada would be prepared to accept Salvadoran refugees who were in danger in their countries of first asylum and who could not be assisted locally. We have worked particularly closely with Canadian and United States church groups, as well as the representatives of the United Nations High Commissioner for Refugees, to ensure that these needy individuals are referred to our offices. As additional measures to assist Salvadorans, immigration selection criteria have been relaxed for Salvadorans with close relatives established in Canada, and Salvadoran visitors already in Canada at the time of my first announcement in March of 1981 were allowed to apply for permanent residence here.

In summary, Canada has already demonstrated through these immigration measures and through various other acts of humanitarian assistance its concern at the situation in El Salvador. Canada is the only country outside Latin America that has so far undertaken formal steps to resettle Salvadoran refugees. To date, approximately 600 Salvadorans have benefited from these various immigration measures and another 300 persons have applications in process at the visa office in Mexico City.

As a matter of general policy, Canada has not deported Salvadorans to El Salvador since 1980. Mr. Regalado will not be forced to return to El Salvador. If he is ordered deported, I am prepared to allow him sufficient time to locate a third country which will accept him and to which he is prepared to depart on a voluntary basis.

For further information contact: Pat Preston, Minister's Office
(819) 994-2482



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NOTES FOR AN ADDRESS

BY THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA

TO THE

NATIONAL SYMPOSIUM ON REFUGEE DETERMINATION

TORONTO, ONTARIO

FEBRUARY 20, 1982

PLEASE CHECK AGAINST DELIVERY

WE ARE HERE TODAY TO MAKE CHANGES IN THE WAY CANADA DETERMINES WHO IS A REFUGEE.

ALL OF US HERE ARE VITALLY INTERESTED IN REFORM IN THIS AREA. IT'S AN ISSUE TOUCHING ON SOME OF OUR MOST BASIC AND, IN SOME CASES, OUR MOST SACRED BELIEFS: BELIEFS ABOUT MANKIND'S FUNDAMENTAL RIGHTS AND LIBERTIES AND BELIEFS ABOUT OUR RESPONSIBILITIES FOR OUR FELLOW BEINGS. THE QUESTION IS, HOW DO WE APPROACH SUCH AN EXTRAORDINARILY IMPORTANT, SENSITIVE AND DIFFICULT AREA OF REFORM.

THERE IS NO OTHER POLICY AREA THAT I CAN THINK OF WHERE SUCH CAREFUL STEWARDSHIP IS CALLED FOR. THERE IS NO OTHER POLICY AREA I CAN THINK OF THAT AFFECTS INDIVIDUALS IN SUCH A DIRECT AND PROFOUND WAY. WE ARE TALKING ABOUT DIFFICULT DECISIONS WHICH MAY LITERALLY HAVE LIFE OR DEATH CONSEQUENCES. WE ARE TALKING ABOUT DECISIONS THAT BECOME COMPLICATED BY HUMAN ATTITUDES AND BIASES. FINALLY, THERE IS NO OTHER POLICY AREA WHICH REVEALS SO MUCH ABOUT THE HUMANITARIAN INSTINCTS OF OUR PEOPLE AND OUR MORAL STANCE AS A NATION.

IT HAS BEEN SAID THAT ONE OF THE HIGHEST TESTS OF A NATION IS HOW IT TREATS ITS LEAST WELL-OFF CITIZENS: THE POOR, THE DISABLED, AND THE DISADVANTAGED.

BUT I WOULD PROPOSE TO YOU THAT AN EQUAL TEST FOR A NATION IS HOW IT TREATS THOSE WHO ARE NOT ITS OWN CITIZENS - THOSE WHO FIND THEMSELVES IN DESPERATE CIRCUMSTANCES AND NEED COMPASSION AND HELP.

IT IS RELATIVELY EASY TO SET FORWARD HIGH MORAL GOALS CONCERNING REFUGEES; IT IS MUCH MORE DIFFICULT TO ACTUALLY ATTAIN THOSE GOALS. WE CANNOT BE PERFECT, BUT WE CAN SET ACHIEVABLE OBJECTIVES FOR OURSELVES THAT MAY IN TURN HELP TO SET NEW INTERNATIONAL STANDARDS.

BUT TO DO THIS, WE NEED TO DEVELOP POLICIES AND PRACTICES WHICH ARE WIDELY UNDERSTOOD BY CANADIANS AND ARE BASED ON A BROAD CONSENSUS. THE PRACTICES WE DEVELOP AND ADOPT MUST NOT ONLY BE FAIR, THEY MUST BE SEEN TO BE FAIR. NO ONE IS UNDER ANY ILLUSIONS THAT DEFINING WHAT IS FAIR IS EASY. IT IS NOT: IT IS DIFFICULT AND OFTEN FRUSTRATING, BUT AT THE SAME TIME THE COOPERATION OF A WIDE RANGE OF INDIVIDUALS, GROUPS AND GOVERNMENTS IS REQUIRED. IT IS THE ONLY WAY TO AVOID COUNTER-REACTIONS AND SETBACKS IN OUR EFFORTS TO ENSURE THAT WE WILL, IN THE END ACHIEVE OUR HIGHEST SOCIETAL GOALS.

REFUGEE POLICY AND REFUGEE DETERMINATION

THE REFUGEE ISSUE IS NOT A NEW ONE. THE BIBLE SETS FORTH THE BASIC TEXT THAT SHOULD GUIDE OUR ATTITUDE TOWARD REFUGEES. IN LUKE, CHAPTER 9, JESUS SAYS, "FOXES HAVE HOLES AND BIRDS OF THE AIR HAVE NESTS: BUT THE SON OF MAN HATH NOT WHERE TO LAY HIS HEAD". THUS THE ISSUE OF THE HOMELESS, THE STATELESS AND THE PERSECUTED, HAS BEEN A LONG AND EVENTFUL TRADITION IN WORLD HISTORY.

IN CANADA THOUGH, REFUGEE POLICY AND THE VERY CONCEPT OF A REFUGEE IS A SURPRISINGLY RECENT DEVELOPMENT. UNTIL THE EARLY 1950s, THERE WAS LITTLE THOUGHT GIVEN BY CANADIAN POLICY MAKERS TO THE NEED FOR DISTINCTIVE POLICIES OR PROGRAMS FOR REFUGEES. IMMIGRANT ARRIVALS BEFORE THEN CONSISTED MAINLY OF BRITISH OR EUROPEANS SEEKING A CHANGE TO IMPROVE THEIR LIVES. IMMIGRATION POLICY WAS REALLY ONLY ONE ELEMENT OF THE NATIONAL ECONOMIC DEVELOPMENT POLICY. CANADIAN POLICY MAKERS LIKE CLIFFORD SIFTON MADE INTENSE EFFORTS TO ATTRACT HIS "STOUT, HARDY PEASANTS IN SHEEPSKIN COATS" WHO WOULD FILL THE WIDE SPACES OF A DEVELOPING COUNTRY AND WHO WOULD TAKE ON THE DIFFICULT JOB OF HARNESSING OUR RICH NATURAL RESOURCES.

THE FACT THAT SOME OF THESE SETTLERS WERE FLEEING PERSECUTION IN THEIR HOMELANDS WAS ENTIRELY COINCIDENTAL. SOME

SETTLERS - THE MENNONITES, THE QUAKERS, AND LATER THE RUSSIAN DOUKHOBORS - HAD AGRICULTURAL TRADITIONS WHICH MADE THEM ATTRACTIVE IMMIGRANTS. BUT THEIR ENTRY TO CANADA WAS NOT FACILITATED FOR HUMANITARIAN REASONS, NOR WERE THEY GIVEN ANY SPECIAL ASSISTANCE IN SETTLING IN CANADA.

ONLY IN THE YEARS FOLLOWING WORLD WAR II DID WE SEE THE CAUTIOUS BEGINNING OF A POLICY FOR REFUGEES WHICH WAS DISTINCT FROM THAT OF IMMIGRATION, AND WHICH RECOGNIZED THAT THE NEED FOR RESETTLEMENT OF REFUGEES COULD OCCASIONALLY TAKE PRECEDENCE OVER CONDITIONS IN THE CANADIAN LABOUR MARKET. IN 1947, PRIME MINISTER KING'S ANNOUNCEMENT THAT FOR THE FIRST TIME IMMIGRATION POLICY WOULD "TAKE ACCOUNT OF THE URGENT PROBLEM OF THE RESETTLEMENT OF PERSONS WHO ARE DISPLACED AND HOMELESS" CAN BE SEEN AS THE ORIGIN OF A HUMANITARIAN POLICY OFFERING SPECIAL TREATMENT TO REFUGEES, APART FROM THE GENERAL IMMIGRATION STREAM.

THE YEAR 1951 SAW A TREMENDOUS ADVANCE IN THE EVOLUTION OF AN INTERNATIONAL RESPONSE TO REFUGEES, AS NATIONS WORKED TOGETHER TO DRAW UP THE CONVENTION RELATING TO THE STATUS OF REFUGEES. THIS DOCUMENT OUTLINES CLEARLY THE RIGHTS TO WHICH REFUGEES WERE ENTITLED, ALTHOUGH IT WAS QUITE DEFICIENT IN THAT IT FOCUSED ONLY ON EUROPEAN REFUGEES.

CANADA DID PARTICIPATE IN DRAFTING THE CONVENTION BUT DECLINED TO SIGN IT FOR MORE THAN SEVENTEEN YEARS. ALTHOUGH OUR PRACTICE CONFORMED TO THE CONVENTION, OUR RELUCTANCE TO SIGN STEMMED FROM THE SECTION OF THE DOCUMENT LIMITING OUR PREROGATIVE TO REGULATE THE ADMISSION OF VICTIMS OF PERSECUTION. BEHIND THIS, WE CAN SEE THE TRADITIONAL CANADIAN CONCERN TO MAINTAIN A DIRECT LINK BETWEEN THE FLOW OF IMMIGRANTS TO CANADA AND NATIONAL ECONOMIC NEEDS AND CONDITIONS.

IN 1969, CANADA TOOK THE CRUCIAL STEP OF ACCEDING TO THE 1951 GENEVA CONVENTION AND ITS 1967 PROTOCOL. THIS SIGNING WAS A MAJOR STEP FORWARD, IN THE LEGAL OR FORMAL SENSE, TOWARDS A REFUGEE POLICY BASED ON THE NEEDS OF THE REFUGEE RATHER THAN THE NEEDS OF THE CANADIAN LABOUR MARKET OR ECONOMY.

DURING THE PERIOD AFTER 1969, CANADA BROUGHT IN REFUGEES FROM A WIDE VARIETY OF COUNTRIES. THE SMALL MOVEMENT OF TIBETANS IN 1970 WAS SIGNIFICANT BECAUSE IT WAS CANADA'S FIRST ACCEPTANCE OF REFUGEES FROM A NON-EUROPEAN SOURCE. THIS MOVEMENT WAS FOLLOWED BY THE 7,000-STRONG UGANDA MOVEMENT OF 1972, THE CHILEAN MOVEMENT, STARTING IN 1973, WHICH SAW ABOUT 7,000 REFUGEES COME TO CANADA, AND BY OTHER GROUPS AND INDIVIDUALS FROM THE THIRD WORLD.

IT WAS THE UGANDAN MOVEMENT, FOLLOWED BY CHILE, THAT DEMONSTRATED THE LIMITATIONS OF THE CONVENTION. IT BECAME CLEAR THAT CERTAIN SITUATIONS AROSE WHERE CANADA AS A HUMANITARIAN COUNTRY WOULD WISH TO ASSIST BUT MIGHT FIND IMPEDIMENTS RESULTING FROM DEFINITIONS IN THE CONVENTION. NO ONE WOULD DISPUTE THAT THE UGANDAN ASIANS OR THE CHILEANS HAD NEEDS EVERY BIT AS URGENT AS CONVENTION REFUGEES YET THE REFUGEE CONVENTION SIMPLY DID NOT APPLY TO THEM. OUR PROGRAMS TO ASSIST RELIGIOUS AND ETHNIC MINORITIES IN THE MIDDLE EAST ALSO FELL OUTSIDE THE FRAMEWORK OF THE CONVENTION. NONETHELESS, THESE EFFORTS WERE ALSO VALID COMPONENTS OF A RESPONSIVE HUMANITARIAN PROGRAM TO RESETTLE VICTIMS OF OPPRESSION OR OTHER SUCH TRAGEDY. THE ONLY RECOURSE AVAILABLE AT THAT TIME WAS TO USE AD HOC ADMINISTRATIVE DEVICES AS SITUATIONS AROSE.

THE NEW IMMIGRATION ACT, ADOPTED IN 1976 AND EFFECTED IN 1978, WAS A FURTHER LANDMARK IN THE EVOLUTION OF OUR REFUGEE POLICY. IT GAVE FORMAL RECOGNITION TO CANADA'S OBLIGATION TO CONVENTION REFUGEES AND PROVIDED A LEGISLATIVE BASIS FOR THE PRACTICE OF ADMITTING NON-CONVENTION REFUGEES UNDER RELAXED IMMIGRATION CRITERIA. AUTHORITY WAS PROVIDED TO DESIGNATE OTHER GROUPS OF PEOPLE WHO, WHILE NOT MEETING THE CONVENTION DEFINITION, ARE EQUALLY IN NEED OF HELP. THREE REGULATIONS WERE DEVISED IN EARLY 1979 TO MEET THE NEED OF GROUPS WHO COULD BE ASSISTED THROUGH RESETTLEMENT. THESE ARE THE LATIN AMERICAN; SELF-EXILED; AND INDOCHINESE DESIGNATED CLASSES, THE LAST OF WHICH QUICKLY BECAME AN IMPORTANT FACTOR IN CANADA'S RESPONSE TO THE REFUGEE CRISIS IN INDOCHINA.

AT THIS POINT I THINK IT'S IMPORTANT TO STRESS THAT THE CONSULTATIONS LEADING UP TO THE ACT REVEALED THE SUBSTANTIAL INTEREST AND EXPERIENCE OF A NUMBER OF NON-GOVERNMENTAL GROUPS IN REFUGEE POLICY. AS A RESULT OF THE CONSULTATIONS, A PROVISION IN THE NEW ACT ENABLED GROUPS OF PRIVATE CITIZENS TO SPONSOR REFUGEES OR MEMBERS OF DESIGNATED CLASSES.

THE AUTHORS OF THIS PROVISION COULD NOT HAVE ANTICIPATED THE REMARKABLE RESPONSE OF CANADIANS TO THE INDOCHINESE CRISIS OF 1979 AND TO OTHER CRISES. AS MANY GROUPS AND INDIVIDUALS RESPONDED TO THE CALL FOR PRIVATE SPONSORSHIP OF REFUGEES, IT WAS DECIDED TO DRAW UP UMBRELLA SPONSORSHIP AGREEMENTS WHICH WOULD ALLOW ANY NATIONAL ORGANIZATION WITH A HISTORY OF SPECIAL INVOLVEMENT TO UNDERTAKE SPONSORSHIP COMMITMENTS. THE MENNONITE CENTRAL COMMITTEE WAS FIRST TO SIGN SUCH AN AGREEMENT IN MARCH 1979, AND SINCE THEN 49 OTHER ORGANIZATIONS HAVE ALSO AGREED TO FACILITATE SPONSORSHIP OF REFUGEES IN THIS WAY.

THE COOPERATION BETWEEN THE GOVERNMENT AND PRIVATE GROUPS HAS EVOLVED INTO A PARTNERSHIP THAT HAS PERMANENTLY TRANSFORMED THE WAY WE CONDUCT OUR AFFAIRS. THE QUESTION NOW IS, "TOGETHER, WHERE DO WE GO FROM HERE?"

THERE WAS ANOTHER IMPORTANT CHANGE CONTAINED IN THE NEW ACT. BEFORE 1978 CANADA HAD ACCEPTED AND PROTECTED REFUGEES ON AN INFORMAL BASIS. NORMALLY, THIS WAS DONE BY AN ADMINISTRATIVE DECISION TO SUSPEND DEPORTATION TO IRON CURTAIN COUNTRIES OR TO SUSPEND DEPORTATION ORDERS AGAINST INDIVIDUALS. APPEAL RIGHTS WERE AVAILABLE ONLY IN THE CONTEXT OF THE GENERAL AVAILABILITY OF APPEAL AS FIRST SET OUT IN THE IMMIGRATION ACT OF 1967: IN OTHER WORDS, THERE WAS NO DISTINCT LEGAL BASIS FOR THE TREATMENT OF REFUGEES.

IT WAS NOT UNTIL 1973 THAT CANADA ADOPTED AN INFORMAL PROCEDURE WHEREBY A PERSON COULD CLAIM PROTECTION IN CANADA BECAUSE OF A FEAR OF PERSECUTION IN HIS OR HER HOME COUNTRY. THIS WAS ESTABLISHED ALONG WITH AN AMENDMENT TO THE IMMIGRATION APPEAL BOARD ACT IN 1973. THIS MEANT THAT A PERSON IN CANADA CLAIMING PROTECTION AS A REFUGEE AND TURNED DOWN IN THE INFORMAL PROCEEDINGS COULD, IF PERMITTED AN ORAL HEARING BY THE BOARD, BE ALLOWED TO REMAIN IN CANADA - EITHER AS A REFUGEE OR ON HUMANITARIAN AND COMPASSIONATE GROUNDS.

WITH THE PASSAGE OF THE IMMIGRATION ACT IN 1978, CANADA FORMALLY RECOGNIZED THE GENEVA CONVENTION DEFINITION OF A REFUGEE. THIS WAS DONE BY ESTABLISHING A PROCEDURE WHEREBY AN INDIVIDUAL COULD CLAIM RECOGNITION AS A CONVENTION REFUGEE EITHER UPON ARRIVING IN CANADA OR AFTER ADMISSION TO CANADA.

THE NEW IMMIGRATION ACT, FOR THE FIRST TIME, PROVIDED IN THE LAW A PROCESS FOR DETERMINING REFUGEE STATUS WHICH WAS SEPARATE FROM THE ESTABLISHED PROGRAM OF THE IMMIGRATION DEPARTMENT. A REFUGEE STATUS ADVISORY COMMITTEE, POPULARLY CALLED THE RSAC, WAS ESTABLISHED FOR THE EXPLICIT PURPOSE OF ADVISING THE MINISTER ON REFUGEE CLAIMS.

THE MINISTER WAS GIVEN THE POWER TO APPOINT COMMITTEE MEMBERS, BUT WAS GIVEN LITTLE IN THE WAY OF ADDITIONAL GUIDELINES.

SOME OF THE PEOPLE WHO HELPED CREATE THE RSAC ARE HERE TODAY AS ARE TWO OF THE ORIGINAL MEMBERS, KALMAN KAPLANSKY AND KATE LAWSON. I AM PARTICULARLY PLEASED THAT THEY ARE ABLE TO BE HERE WITH US AT THIS IMPORTANT SYMPOSIUM. THE COMMITTEE HAS UNDERGONE MANY CHANGES SINCE THEY FIRST MET AND WILL UNDOUBTEDLY CONTINUE TO EVOLVE IN THE FUTURE. WE WILL, IN THE SESSIONS TODAY AND TOMORROW, BE CONSIDERING MANY POSSIBLE CHANGES WHICH ARE ONLY POSSIBLE BECAUSE OF THE STRONG FOUNDATION THAT HAS BEEN LAID FOR REFUGEE DETERMINATION. WE SHOULD NOT LET OUR STRIVING TO IMPROVE THE SYSTEM OBSCURE OUR APPRECIATION OF HOW FAR WE HAVE COME IN A SHORT PERIOD OF TIME AND OF THE HIGH INTERNATIONAL REGARD OUR EFFORT EARNS FOR US.

THEMES OF REFUGEE POLICY AND REFUGEE DETERMINATION

WHAT EMERGES CLEARLY FROM THIS REVIEW OF HISTORICAL LANDMARKS IS THAT WE HAVE SEEN AN EVOLUTIONARY PROCESS. WHILE I HAVE NOT DELVED INTO THE SWIRL OF DEBATE THAT ACCOMPANIED EACH POLICY INITIATIVE, I THINK IT IS POSSIBLE TO SUMMARIZE SOME OF THE MAIN THEMES AND THRUSTS OF CANADIAN REFUGEE POLICY.

FIRST, I THINK IT'S FAIR TO SAY THAT THE EVOLUTION OF OUR REFUGEE POLICY AND OUR DETERMINATION PROCESS HAS BEEN A POSITIVE DEVELOPMENT, DRIVEN BY A CIVILIZING AND HUMANITARIAN IMPULSE, AND THAT AS A NATION WE CAN TAKE SOME PRIDE IN IT.

SECOND, WE HAVE SEEN A STEADY MOVE AWAY FROM A SITUATION WHERE REFUGEE POLICY IS EITHER NON-EXISTENT OR COMPLETELY SUBORDINATE TO IMMIGRATION POLICY. INSTEAD THE HUMANITARIAN CONCERNS OF REFUGEE POLICY FIND EXPRESSION IN A PROCESS THAT IS DIFFERENT FROM THE ESSENTIAL ECONOMIC AND FAMILY-BASED CONCERNS OF IMMIGRATION POLICY.

THIRD, WE HAVE WITNESSED A TWO-STAGE DEVELOPMENT OF REFUGEE POLICY. BY 1969 THERE EXISTED A FAIRLY EFFECTIVE MEANS OF DEALING WITH SPECIAL MOVEMENTS. THIS HAS EVOLVED TO A SYSTEM CAPABLE OF RESPONDING TO REFUGEE SITUATIONS IN EVERY CORNER OF THE GLOBE AND IN A WIDE VARIETY OF POLITICAL CIRCUMSTANCES. IN THE LAST 35 YEARS, NEARLY 400,000 REFUGEES AND DISPLACED PERSONS

HAVE FOUND NEW HOMES HERE. SINCE THE SIGNING OF THE 1969 ACCORDS, WE HAVE REACHED OUT TO TIBETANS, UGANDANS, CHILEANS, LEBANESE, INDOCHINESE AND POLES, AMONG OTHERS.

THE SECOND STAGE OCCURRED ONLY AFTER 1969 WHEN CONCERTED ATTEMPTS WERE MADE TO REFINES THE DETERMINATION PROCESS, AS SHOWN IN THE 1973 AMENDMENTS TO THE IMMIGRATION APPEAL BOARD ACT, OR IN THE 1978 RSAC. THE THRUST OF THIS REFORM HAS BEEN TO INCREASE THE RIGHTS OF THE REFUGEE CLAIMANT AND TO PROVIDE A MORE OPEN DETERMINATION PROCEDURE.

A PROCESS OF REFORM

BASED ON THESE OBSERVATIONS, I AM SATISFIED THAT WE ARE HEADING IN THE RIGHT DIRECTION. I AM AWARE, OF COURSE, OF THE CRITICISM OF OUR PRESENT SYSTEM. SOME PEOPLE FEEL THAT OUR SELECTION SYSTEM IS TOO HARSH, THAT THE UNITED NATIONS DEFINITION OF REFUGEES CONTAINED IN THE 1978 ACT IS TOO NARROW OR HAS BEEN APPLIED IN TOO RESTRICTIVE A MANNER, OR THAT OUR SYSTEM DOES NOT PROVIDE AN APPROPRIATE GUARANTEE OF FAIRNESS.

THOSE WHO CREATED AND DEVELOPED THE REFUGEE DETERMINATION PROCESS IN CANADA HAVE GIVEN US THE FOUNDATION UPON WHICH PROGRESS IS POSSIBLE. THE DEVELOPMENT OF A HUMANE, FAIR AND WORKABLE SYSTEM FOR DETERMINING REFUGEE STATUS IS AN EVOLUTIONARY PROCESS. WE MOVE NOT FROM BAD PRACTICES TO GOOD PRACTICES, BUT

FROM PRACTICES WHICH MET OUR FORMER NEEDS TO THOSE THAT WILL RESPOND TO OUR NEEDS TODAY AND IN THE FUTURE.

THE IMMIGRATION ACT, LIKE ANY ACT OF PARLIAMENT - PERHAPS MORE THAN MOST - REFLECTS MANY OF THE COMPROMISES THAT ARE NECESSARY TO REACH A CONSENSUS IN A COUNTRY AS HETEROGENEOUS AS CANADA. AFTER SIX MONTHS AS MINISTER, IT BECAME CLEAR TO ME THAT PROBLEMS ARISING OUT OF THE TWO-YEAR OLD IMMIGRATION ACT WERE BEGINNING TO APPEAR, AND THAT IT WAS TIME TO LOOK AT OUR EXPERIENCE AND IDENTIFY AREAS IN WHICH CHANGE WAS NECESSARY. TO ASSIST IN THIS REVIEW, I CREATED THE TASK FORCE ON IMMIGRATION PRACTICES AND PROCEDURES. SOME OF ITS WORK HAS BEEN MADE PUBLIC IN THE FORM OF REPORTS ON UNSCRUPULOUS IMMIGRATION CONSULTANTS, PROBLEMS EXPERIENCED BY DOMESTIC WORKERS, AND, OF COURSE, THE REPORT ON THE REFUGEE DETERMINATION PROCESS. IN MY VIEW, THE MEMBERS OF THIS TASK FORCE HAVE DONE AN OUTSTANDING JOB, AND I KNOW THAT ALL OF YOU WOULD JOIN IN MY COMMENDATION OF THEIR EFFORTS TO IMPROVE THE IMPLEMENTATION OF THE IMMIGRATION ACT.

I ASKED THE TASK FORCE TO CARRY OUT A SPECIAL STUDY ON THE REFUGEE DETERMINATION PROCESS BECAUSE I HAD BECOME PROGRESSIVELY CONCERNED ABOUT THE ADEQUACY OF THE EXISTING SYSTEM THE MORE I TALKED TO PEOPLE SUCH AS YOURSELVES AND THE MORE CASES I REVIEWED PERSONALLY.

HAVING HAD SEVERAL MONTHS TO REFLECT ON THE REPORT, I HAVE DECIDED TO PROCEED NOW WITH A NUMBER OF CHANGES WHICH WILL CONTINUE THE EVOLUTION OF OUR APPROACH TO REFUGEE DETERMINATION. THEY MOVE THE ENTIRE SYSTEM IN THE DIRECTION OF INCREASED FAIRNESS AND OPENNESS. AT THE SAME TIME, THE NEW REFORMS CLEARLY SEPARATE THE REFUGEE DETERMINATION PROCESS FROM IMMIGRATION PROCEDURES, AN EVOLUTIONARY STEP WHICH WILL PUT US IN A BETTER POSITION TO ENSURE THAT REFUGEE CASES ARE ASSESSED ON THE BASIS OF HUMAN RIGHTS CONSIDERATIONS ALONE.

NEW GUIDELINES

FIRST, I AM ISSUING NEW GUIDELINES TO THE REFUGEE STATUS ADVISORY COMMITTEE DEALING WITH BOTH THE CRITERIA FOR DETERMINATION AND THE ASSESSMENT OF CREDIBILITY. THESE GUIDELINES CANNOT ANTICIPATE EVERY SITUATION THAT MAY PRESENT ITSELF TO THE COMMITTEE BUT THEY WILL CONVEY THE GENERAL INTENT AS WELL AS THE SPECIFIC LEGAL BASIS OF OUR APPROACH TO REFUGEE DETERMINATION.

HENCEFORTH, THE COMMITTEE IS TO BE GOVERNED IN ITS DELIBERATIONS BY TWO OVERRIDING PRESUMPTIONS: FIRST, THE APPLICANT IS PRESUMED TO BE TELLING THE TRUTH UNLESS THERE IS CLEAR EVIDENCE TO THE CONTRARY; AND SECOND, THE BENEFIT OF THE DOUBT MUST ALWAYS BE RESOLVED IN FAVOUR OF THE APPLICANT. THIS PERTAINS BOTH TO THE APPLICATION OF THE CRITERIA AS WELL AS TO THE ASSESSMENT OF CREDIBILITY.

WHEN THE CURRENT IMMIGRATION ACT WAS BEING CONSIDERED IN PARLIAMENTARY COMMITTEE, REFUGEE DETERMINATION WAS DISCUSSED IN THE CONTEXT OF REMOVALS PROCEDURES. THIS FACT HAS GIVEN RISE TO THE PERCEPTION BY SOME THAT A REFUGEE CLAIM IS SIMPLY A DEVICE TO BEAT THE IMMIGRATION ACT. THERE IS NO DISPUTE THAT, LIKE ANY LAW, THE REFUGEE DETERMINATION PROCESS CAN BE ABUSED, AND INDEED, HAS BEEN ABUSED. HOWEVER, THERE IS AN UNACCEPTABLE RISK IN OPERATING ON THE PRESUMPTION THAT CLAIMANTS GENERALLY ARE SEEKING TO AVOID NORMAL IMMIGRATION PROCEDURES. A LEGITIMATE CLAIM COULD BE PREJUDICED BY WHAT WAS DESCRIBED BY THE TASK FORCE AS "CRYSTALIZED PATTERNS OF SKEPTICISM".

CHANGING THIS ATTITUDE IS EVEN MORE IMPORTANT THAN CLARIFYING EACH AND EVERY ASPECT OF THE DEFINITION OR OF CREDIBILITY. THERE ARE, TO BE SURE, IMPORTANT ISSUES THAT DEMAND CLARIFICATION. FOR EXAMPLE, I AM INSTRUCTING THE RSAC THAT AN INDIVIDUAL NEED NOT BE SINGLED OUT FOR PERSECUTION TO BE A CONVENTION REFUGEE; THAT HIGHLY VISIBLE POLITICAL ACTIVITY IS NOT A PREREQUISITE FOR REFUGEE DETERMINATION; THAT A PERSON MAY BE A REFUGEE EVEN IF THERE IS NO EVIDENCE OF PAST PERSECUTION BUT THERE ARE REASONABLE GROUNDS TO FEAR PERSECUTION IN FUTURE; OR THAT THE POSSESSION OF A VALID PASSPORT IS NOT A BASIS FOR REJECTING A REFUGEE CLAIM.

GUIDELINES TO ASSIST IN THE ASSESSMENT OF CREDIBILITY ARE EQUALLY IMPORTANT. IN ONE FILE I REVIEWED, AN ACCOUNT OF TORTURE BY ELECTRICITY WAS REJECTED IN PART BECAUSE OF THE ABSENCE OF SCARS. IN THIS PARTICULAR CLAIM, A CANADIAN DOCTOR SPECIALIZING IN THE MEDICAL CONSEQUENCES OF TORTURE WROTE A LETTER STATING THAT THE MEDICAL CONDITION OF THE CLAIMANT WAS WHOLLY CONSISTENT WITH THE EXPERIENCES HE CLAIMED TO HAVE SUFFERED. NEITHER THE INFORMATION OF THE CLAIMANT NOR THE OPINION OF THE DOCTOR WERE REFUTED YET THE APPLICATION WAS FOUND TO LACK CREDIBILITY. THIS WAS A CASE IN WHICH I HAD DIFFICULTY BELIEVING THE APPLICANT ENJOYED THE PRESUMPTION THAT HE WAS TELLING THE TRUTH.

MY EXPECTATION OF THE EFFECT OF THESE NEW GUIDELINES IS STATED IN THE PREAMBLE ATTACHED TO THEM. I QUOTE FROM THAT PREAMBLE: "IT IS HOPED THAT, TOGETHER WITH THE EXPLANATORY MATERIAL SET FORTH IN THE UNHCR'S HANDBOOK ON PROCEDURES AND CRITERIA FOR DETERMINING REFUGEE STATUS, THESE GUIDELINES WILL ASSIST COMMITTEE MEMBERS IN MEETING BOTH THE LEGAL REQUIREMENT OF OUR LEGISLATION AND THE "SPIRIT" OF OUR INTERNATIONAL COMMITMENT TO REFUGEES."

THE NEW GUIDELINES ARE AVAILABLE AT THIS SYMPOSIUM AND WILL BECOME PART OF THE IMMIGRATION MANUAL. MY EXPECTATION IS THAT THE SPIRIT OF THESE GUIDELINES WILL APPLY IN REFUGEE REDETERMINATION AS WELL AS IN THE ENTIRE DETERMINATION PROCESS.

NEW STRUCTURES

THERE ARE SOME OTHER CHANGES THAT I WOULD ALSO LIKE TO ANNOUNCE AT THIS TIME DEALING WITH THE COMPOSITION, STRUCTURE AND OPERATIONAL PROCEDURES OF THE RSAC. FIRST OF ALL, THE RSAC IS TO BE MADE INDEPENDENT OF THE IMMIGRATION COMMISSION. IT WILL HAVE ITS OWN RESOURCES, SUFFICIENT TO ALLOW FIVE PANELS TO OPERATE WEEKLY. THIS WILL CUT DOWN ON THE LONG PERIOD OF UNCERTAINTY AND ANXIETY FACED BY CLAIMANTS. I WILL ALSO BE INCREASING THE NUMBER OF PRIVATE MEMBERS FROM SEVEN TO TEN, AND WILL MAKE APPOINTMENTS TO ENSURE REGIONAL REPRESENTATION. THIS WILL GIVE ME AN OPPORTUNITY TO BROADEN THE EXPERTISE AND EXPERIENCE OF THE COMMITTEE. IN THIS CONTEXT, I WILL BE REVIEWING ALL THE EXISTING APPOINTMENTS.

I ALSO INTEND TO EXERCISE MY RIGHT TO APPOINT THE IMMIGRATION OR EXTERNAL AFFAIRS OFFICERS WHO ARE TO SERVE ON THE COMMITTEE. IN THE FUTURE, DEPARTMENTAL APPOINTEES WILL BE REQUIRED TO SERVE FULL TIME AND BE FREE OF DEPARTMENTAL RESPONSIBILITIES DURING THE TERM OF THEIR APPOINTMENT.

THE RSAC SECRETARIAT WILL BE SUBSTANTIALLY INCREASED AND POSITIONS WILL BE ESTABLISHED AT A SUFFICIENTLY HIGH LEVEL TO ATTRACT AND RETAIN THE QUALITY OF INDIVIDUALS WHO CAN CARRY OUT THIS EXTREMELY IMPORTANT AND DEMANDING WORK. I AM PARTICULARLY ANXIOUS TO IMMEDIATELY ENHANCE THE RESEARCH CAPABILITY OF THE COMMITTEE SO THAT THE FULLEST AND MOST CURRENT DOCUMENTATION

ON CONDITIONS IN REFUGEE PRODUCING COUNTRIES IS MADE AVAILABLE TO MEMBERS OF THE RSAC. THIS WOULD INCLUDE INFORMATION FROM HUMAN RIGHTS GROUPS SUCH AS AMNESTY INTERNATIONAL, AND FROM CHURCH GROUPS AND OTHER AGENCIES AND INDIVIDUALS. I ALSO FEEL THAT THE RSAC SECRETARIAT, LIKE THE COMMITTEE ITSELF, WOULD BENEFIT FROM THE RECRUITMENT OF SOME INDIVIDUALS FROM OUTSIDE GOVERNMENT.

ALL OF THESE CHANGES ARE NOW BEING IMPLEMENTED, ALTHOUGH IT MIGHT TAKE ANOTHER MONTH OR TWO TO PHYSICALLY RELOCATE THE RSAC AND CLASSIFY AND STAFF NEW POSITIONS.

THE CHANGES WHICH I HAVE BRIEFLY OUTLINED TODAY ADDRESS THE KEY QUESTION OF CREDIBILITY IN TWO DISTINCT RESPECTS. THE FIRST DEALS WITH THE CREDIBILITY OF THE PROCESS. I AM CONFIDENT THAT BY MAKING THE COMMITTEE INDEPENDENT, BY OPENING IT TO NEW IDEAS AND TO YOUR SCRUTINY, AND BY ENSURING THAT IT IS SEEN TO TREAT APPLICANTS FAIRLY, WE WILL HAVE A SUBSTANTIALLY IMPROVED SYSTEM AND ONE THAT WILL COMMAND THE RESPECT AND CONFIDENCE OF CANADIANS.

THE OTHER ASPECT OF CREDIBILITY IS THAT OF THE INDIVIDUAL MAKING A REFUGEE CLAIM. THE TASK OF ASSESSING CREDIBILITY WILL BE EASED BY STARTING FROM A PREMISE THAT AN APPLICANT IS TRUTHFUL; BY RESOLVING DOUBT IN FAVOUR OF THE APPLICANT;

BY PROVIDING CLEAR GUIDELINES TO THE COMMITTEE; BY INVOLVING A BROADER RANGE OF KNOWLEDGEABLE AND EXPERIENCED PEOPLE AS COMMITTEE MEMBERS AND EMPLOYEES; AND BY REACHING OUT FOR A BROADER BASE OF INFORMATION.

FUTURE CHALLENGES

BY TRACING THE DEVELOPMENT OF CANADA'S REFUGEE POLICY AND OUR DETERMINATION PROCESS, I HAVE TRIED TO MAKE IT CLEAR THAT THE REFORMS ANNOUNCED TODAY ARE LOGICAL STEPS IN A LONG PROCESS OF CHANGE. WE NEED TO KEEP THIS TRADITION OF CHANGE VERY MUCH IN MIND AS THE NEW ARRANGEMENTS ARE NOT A CULMINATION OF CHANGE IN THE REFUGEE AREA BUT A NEW OPENING FOR REFORM. ON THE OTHER HAND, WE HAVE REASON TO BE SATISFIED BY HOW FAR WE HAVE COME SINCE 1978. WE MUST REMEMBER THAT BEFORE 1978 THERE WAS NO DISTINCT LEGAL BASIS FOR A REFUGEE'S CLAIMS AND THEREFORE EVERY REFUGEE WAS IN A PRECARIOUS AND VULNERABLE POSITION.

THERE ARE A NUMBER OF UNRESOLVED DOMESTIC ISSUES ON THE AGENDA AND I AM EAGER TO HEAR YOU DISCUSS THEM. QUESTIONS SUCH AS FURTHER REFUGEE DESIGNATIONS UNDER THE ACT, THE RIGHT OF A CLAIMANT TO COUNSEL AND THE ESTABLISHMENT OF A CENTRAL TRIBUNAL TO DETERMINE CLAIMS, SHOULD ALL BE EXAMINED BY THIS CONFERENCE. IN SOME INSTANCES I CAN ACT QUICKLY TO IMPLEMENT GOOD IDEAS; IN OTHER AREAS THE CONSENSUS BUILDING AND LEGISLATIVE PROCESS MEANS THAT WE ARE LOOKING AT LONGER TERM REFORMS.

WHILE IT'S IMPORTANT TO PAY ATTENTION TO OUR REFUGEE DETERMINATION PROCESS, WE SHOULDN'T LOSE SIGHT OF THE LARGER PICTURE. THE FACT IS THAT THE NUMBER OF PEOPLE COMING TO CANADA BY THE REFUGEE DETERMINATION ROUTE WILL ALWAYS BE A VERY SMALL PROPORTION OF THE TOTAL NUMBER OF PEOPLE MIGRATING TO CANADA EVEN UNDER OUR HUMANITARIAN MOVEMENTS. SO BEYOND THE CHANGES IN REFUGEE DETERMINATION, WE STILL MUST COME TO TERMS WITH THE WORLDWIDE PROBLEM OF DISPLACED PEOPLE.

THERE IS NO DOUBT WHATSOEVER THAT THE FUTURE WILL CALL FOR CANADA TO MAKE MAJOR REFUGEE DECISIONS. IN THE 22 YEARS FOLLOWING WORLD REFUGEE YEAR IN 1959-60, THE MOMENTUM OF THE WORLD REFUGEE SITUATION HAS NOT DIMINISHED BUT INCREASED TO THE POINT WHERE THE STABILITY OF ENTIRE REGIONS OF THE GLOBE IS CALLED INTO QUESTION. ECONOMIC INSTABILITY IS WORSE THAN AT ANY TIME SINCE WORLD WAR II. POLITICAL UPHEAVAL AND ARMED CONFLICT HAVE PROVOKED AN UNPRECEDENTED NUMBER OF REFUGEES - TEN TO FIFTEEN MILLION BY LAST ESTIMATION. VERY SIMPLY, WE MUST RECOGNIZE THAT FOR THE FORESEEABLE FUTURE, REFUGEE PROBLEMS ARE NOT GOING TO BE PERIODIC: THEY'RE GOING TO BE CHRONIC. ALL OF THIS MEANS

THAT WORK MUST PROCEED BOTH TO REFINE OUR DOMESTIC INSTRUMENTS AND TO ACHIEVE IMPROVEMENTS IN THE INTERNATIONAL STRATEGY FOR REFUGEES.

IN PARTICULAR, I BELIEVE STRONGLY IN THE NEED TO RESPOND TO THE PLIGHT OF PERSECUTED MINORITIES. AROUND THE WORLD, THERE ARE GROUPS WHO ARE FACING INCREASING PRESSURES OF ISOLATIONS, HARRASSMENT AND SUPPRESSION.

THE VIRTUAL EXTERMINATION OF EUROPEAN JEWRY BEFORE AND DURING WORLD WAR II STILL PAINS US TODAY - NOT ONLY FOR WHAT THEY SUFFERED BUT FOR WHAT WE FAILED TO DO. NOT ONLY DID WE FAIL TO RESPOND TO THEIR NEEDS BUT WE FAILED TO RECOGNIZE THEIR NEEDS AT A TIME WHEN OUR RESPONSE COULD HAVE BEEN EFFECTIVE. WE COULD NOT HAVE SAVED 6 MILLION BUT WE COULD HAVE SAVED SOME AND WE COULD HAVE MOVED OTHER COUNTRIES TO RESPOND AS WELL

I AM DETERMINED TO ENSURE THAT THE GOVERNMENT OF CANADA HAS THE CAPACITY TO RECOGNIZE THESE SITUATIONS BEFORE RATHER THAN AFTER A TRAGEDY HAS OCCURRED, AND THAT IT WILL HAVE THE WILL TO ACT. I AM EQUALLY DETERMINED THAT CANADIANS NEVER AGAIN SHOULD FEEL IMPOTENT TO GIVE TANGIBLE EXPRESSION TO THEIR HUMANITARIAN INSTINCTS. I AM WILLING TO EXPLORE NEW FORMS OF PARTNERSHIP BETWEEN GOVERNMENT AND NGOS SO THAT WE CAN REACH OUT AND HELP SUCH PEOPLE IN THE MOST PRUDENT MANNER.

AS WE LOOK AT WAYS THAT CANADIANS CAN RESPOND TO INTERNATIONAL REFUGEE PROBLEMS, THERE IS NOT LIKELY GOING TO BE MUCH DIVISION AT THIS SYMPOSIUM ON OUR GOALS. SOME OF YOU MAY RECALL THE PRAYER THAT ENDS WITH THE LINES:

"THEN NEVER MORE THE WANDERERS STAFF
AND NEVER MORE THE SWORD
FOR ALL THY CHILDREN EVERYWHERE
SHALL LIVE IN TRUE ACCORD".

UNFORTUNATELY, THIS IS NOT THE KIND OF WORLD WE CAN REALIZE TOMORROW AND WE WOULD NOT BE ACTING RESPONSIBLY IF WE FAIL TO RECOGNIZE THE VERY REAL LIMITATIONS ON THE SCOPE AND RATE OF CHANGE.

AS A PARLIAMENTARIAN AND A MINISTER OF THE CROWN, MY POWER TO EFFECT CHANGE IS DERIVED FROM THE PEOPLE OF CANADA. I CAN OFFER SUGGESTIONS AND GIVE LEADERSHIP, BUT ONLY WITHIN BOUNDARIES ACCEPTABLE TO THEM. THE UNITED STATES SHOULD SERVE AS AN EXAMPLE TO US OF THE DANGERS OF ALLOWING A GULF TO FORM BETWEEN PUBLIC POLICY AND THE PUBLIC WILL. IT IS NOW QUITE CLEAR THAT THE BACKLASH TO THE CUBAN AND HAITIAN REFUGEE MOVEMENTS HAS RESULTED IN A SEVERE SETBACK TO REFUGEE PROGRAMS IN THE U.S. IN CANADA WE HAVE TOO MUCH TO LOSE BY GOING BEYOND WHAT WILL FIND PUBLIC ACCEPTANCE.

WE ARE ALSO LIMITED IN WHAT WE CAN AFFORD TO DO. THE FISCAL FRAMEWORK UNDER WHICH WE OPERATE TODAY REQUIRES THAT MONEY FOR NEW PROGRAMS COMES AT THE EXPENSE OF OTHER PROGRAMS. THERE ARE MANY SOCIAL PROGRAMS WHICH ARE DESPERATELY SHORT OF FUNDS.

I URGE YOU, IN YOUR DISCUSSIONS, TO TAKE A BALANCED AND REALISTIC APPROACH.

FINALLY, I HOPE THERE WILL BE OPPORTUNITY FOR SOME REFLECTION ON INTERNATIONAL COOPERATION REQUIRED TO MEET THE REFUGEE CHALLENGE. IN THIS CONNECTION I AM SURE WE ARE ALL EAGER TO HEAR THE REMARKS OF MARK MacGUIGAN, THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS.

CONCLUSIONS

THERE IS A WISE SAYING WHICH EXPRESSES THE SPIRIT UNDERLYING OUR REFUGEE PROCESS. IT IS WRITTEN IN THE TALMUD THAT "HE WHO SAVES ONE LIFE, IT IS AS IF HE HAS SAVED THE ENTIRE WORLD". I THINK ALL OF US HERE ARE SEEKING TO MAKE A CONTRIBUTION IN LINE WITH THIS PRINCIPLE. WE ARE ALL AWARE OF THE NEED TO CONTINUE THE REFINEMENT AND DEVELOPMENT OF OUR REFUGEE POLICIES SO THAT EACH INDIVIDUAL RECEIVES FAIR AND EQUAL TREATMENT BECAUSE IT IS ONLY WHEN EACH PERSON RECEIVES FAIR CONSIDERATION THAT WE CAN SAY THE SYSTEM WORKS FOR ALL.

WHEN WE LOOK AT THE HISTORICAL PICTURE, I THINK WE CAN COME AWAY WITH A FEELING OF OPTIMISM - BOTH ABOUT THE DIRECTION OF CHANGE AND ABOUT OUR ABILITY, HERE AND NOW, TO CONTRIBUTE TO THAT CHANGE. CANADA'S RECORD IN REFUGEE POLICY IS NOT WITHOUT BLEMISH BUT OUR PROGRESS IS SOMETHING WE CAN TAKE PRIDE IN. RECENT INITIATIVES HAVE STRENGTHENED CANADA'S STATURE AS A HUMANITARIAN NATION. CANADIANS HAVE SHOWN THE CAPACITY TO CARE; WE HAVE SHOWN THE RARE ABILITY TO REACH OUT, WITHOUT REGARD TO ECONOMIC OR MATERIAL CONSIDERATIONS, AND HELP PEOPLE WHO HAVE NO OTHER PLACE TO TURN. FINALLY, WE HAVE SHOWN A CONCERN TO MAKE CERTAIN OUR INSTITUTIONS AND OUR ADMINISTRATIVE PRACTICES REFLECT OUR HUMANITARIAN IMPULSE.

I HAVE DESCRIBED SOME OF THE SPECIFIC REFORMS I INTEND TO IMPLEMENT AND I HOPE TO HEAR DISCUSSION ON THEIR IMPLICATIONS. BUT THE BROADER MESSAGE I WANT TO LEAVE HERE IS THAT WHAT WE ARE ENGAGED IN IS VITALLY IMPORTANT, THAT IDEAS DEBATED AT THIS SYMPOSIUM MAY SOME DAY HAVE SOME INFLUENCE OVER A PERSON'S LIFE OR A COUNTRY'S CONDUCT. SO WHILE THERE IS NO DOUBT THAT CANADA'S ABILITY TO FASHION A SOLUTION TO THE WORLDWIDE REFUGEE PROBLEM IS QUITE LIMITED, WHAT WE DO WILL BE INFLUENTIAL BECAUSE OF OUR PRESENT ROLE IN THE REFUGEE SYSTEM AND OUR EMERGING ROLE IN THE INTERNATIONAL COMMUNITY.

THE EVOLUTION OF OUR RESPONSE TO THE PLIGHT OF REFUGEES, GUIDED AS IT IS BY PRINCIPLES OF HUMAN RIGHTS AND LIBERTIES, IS A HUMAN JOURNEY OF THE HIGHEST ORDER. EACH STEP REVEALS SOMETHING ABOUT THE MOST BASIC VALUES IN OUR SOCIETY, AND I BELIEVE THAT WHEN WE LOOK AT THE STORY WE CAN BE OPTIMISTIC ABOUT THE FUTURE BECAUSE THE MESSAGE OF THE STORY IS THAT WE CARE. THIS IS A PROUD MESSAGE THAT WILL ENDURE.

NEW REFUGEE STATUS ADVISORY COMMITTEE GUIDELINES
ON REFUGEE DEFINITION AND ASSESSMENT OF CREDIBILITY

NOUVELLES LIGNES DIRECTRICES SUR LA DÉFINITION DE RÉFUGIÉ
ET L'ÉVALUATION DE LA BONNE FOI À L'INTENTION
DU COMITÉ CONSULTATIF DU STATUT DE RÉFUGIÉ

PreamblePréambule

1. It is recognized that no two refugee claims are the same. Each Committee member will use his or her best judgement in arriving at a recommendation in an individual case. Nevertheless, the discretion which is exercised by Committee members is circumscribed in two significant respects. The first involves the legal definition of a "Convention Refugee" as found in the Immigration Act, 1976. The second involves the "spirit" of interpretation of which the Minister desires in the application of this definition. In this respect, members should bear in mind that they have been appointed to provide recommendations to the Minister and are not, in law, performing a decision-making function. While the Committee is independent of Employment and Immigration Canada, it is subordinate to the Minister.

2. It is hoped that, together with the explanatory material set forth in the UNHCR's Handbook on Procedures and Criteria for Determining Refugee Status, these guidelines will assist Committee members in meeting both the legal requirement of our legislation and the "spirit" of our international commitment to refugees.

1. Tous reconnaissent que chaque revendication du statut de réfugié se distingue des autres. Au moment de formuler une recommandation sur un cas donné, chacun des membres du Comité s'emploiera donc à faire preuve de discernement. Néanmoins, deux éléments limitent le pouvoir discrétionnaire qu'exercent les membres du Comité. En premier lieu, ils doivent prendre en considération la définition du réfugié au sens de la Convention, qui est énoncée dans la Loi sur l'immigration de 1976. En second lieu, ils doivent tenir compte de l'"esprit" dans lequel cette définition doit être interprétée, selon les vœux du Ministre. A cet égard, les membres doivent se rappeler qu'ils ont été nommés à leur poste en vue de formuler des recommandations au Ministre et que, de par la loi, ils n'ont pas à prendre de décisions. Le Comité ne dépend pas de la Commission de l'emploi et de l'immigration du Canada, mais il relève du Ministre.

2. Nous espérons que les renseignements contenus dans le Guide des procédures et des critères à appliquer pour déterminer le statut de réfugié, publié par le HCNUR, et les directives aideront les membres du Comité à satisfaire aux exigences de la législation en matière d'immigration et à se conformer à l'"esprit" dans lequel nous nous appliquons à respecter les engagements contractés envers les réfugiés.

Guidelines: Refugee Definition

Lignes directrices: Définition de réfugié

3. When the application of the refugee definition to a claimant is in doubt, the claimant will receive the benefit of the doubt.

3. Lorsque l'application de la définition de réfugié est mise en doute, le demandeur aura le bénéfice du doute.

4. A person is a refugee if he has a well-founded fear of future persecution based on one of the five criteria in the definition. Past persecution is evidence to substantiate a well-founded fear. However, it is not the only evidence. A person may not have been persecuted in the past, and yet still be a refugee. Looking, as it does, to the future, the refugee definition is concerned with possibilities and probabilities rather than with certainties. A well-founded fear may be based on what has happened to others in similar circumstances. Where a person has not been persecuted simply because he has not yet come to the attention of the authorities, he need not wait until he has been detected and persecuted before he can claim refugee status. Nor need he be under the threat of imminent persecution.

4. Une personne est un réfugié si elle a de bonnes raisons de craindre qu'elle sera persécutée du fait de l'un des cinq critères énoncés dans la définition. Des persécutions antérieures constituent des preuves à l'appui d'une crainte fondée. Toutefois, elles ne doivent pas constituer la seule preuve. Une personne peut ne pas avoir été persécutée et être tout de même considérée comme un réfugié. Axée sur l'avenir, la définition de réfugié tient donc compte des possibilités et des probabilités plus que des certitudes. Les craintes bien fondées peuvent se baser sur ce qui est arrivé à d'autres personnes dans des situations semblables. Lorsqu'une personne n'a pas été persécutée simplement parce que son cas n'a pas été porté à l'attention des autorités, il n'est pas nécessaire qu'elle attende d'être repérée et persécutée avant de revendiquer le statut de réfugié. Il n'est pas non plus besoin qu'une menace de persécution imminente pèse sur elle.

5. Interference with personal freedom is not the only form of persecution within the refugee definition. Arbitrary interference with a person's privacy, family, home or correspondence may constitute persecution. Deprivation of all means of earning a livelihood, denial of work commensurate with training and qualifications or unreasonably low pay may constitute persecution. Relegation to substandard dwellings, exclusion from institutions of higher learning, enforced social and civil inactivity, denationalization, passport denial, constant surveillance and pressure to become an informer may all constitute persecution.

5. La privation de la liberté personnelle n'est pas la seule forme de persécution dont tient compte la définition de réfugié. L'immixtion arbitraire dans la vie privée d'une personne ou de sa famille, dans sa maison ou son courrier, peut constituer une forme de persécution. Le fait qu'elle soit privée de tout moyen de gagner sa vie, de travail correspondant à sa formation et à sa qualification, ou qu'elle reçoive un faible salaire sans raison, peut aussi constituer une forme de persécution. Le fait d'être relégué dans des maisons insalubres, d'être exclu des établissements d'enseignement supérieur, d'être forcé à l'inactivité sociale et civique, de perdre sa nationalité, de se voir refuser un passeport, d'être placé sous surveillance constante et de subir des pressions pour devenir indicateur sont autant de facteurs qui constituent de la persécution.

- Persecution may include behaviour tolerated by government in such a way as to leave the victim virtually unprotected by the agencies of the state. A person is a refugee if he has a well-founded fear of persecution (as a result of one of the five factors in the definition) because he is not adequately protected by his government.
6. La persécution peut aussi s'entendre d'un comportement toléré par le gouvernement de telle façon que la victime est sans aucune protection de la part de l'État. Une personne est un réfugié si elle a de bonnes raisons de craindre d'être persécutée (par suite de l'un des cinq facteurs exposés dans la définition) du fait qu'elle n'est pas convenablement protégée par son gouvernement.
7. Persecution may be periodic. It need not be continuous. A person arrested from time to time, interrogated and then released may be considered to be persecuted. Arrest need not be imminent at the time he leaves his country. He may even return to that country for a short period of time without being arrested. As long as the pattern of periodic arrest can be expected to continue, persecution may be established.
7. La persécution peut être périodique. Une personne arrêtée de temps à autre, interrogée puis remise en liberté, peut être considérée comme étant persécutée. Il n'est pas besoin que l'arrestation soit imminente au moment où la personne quitte son pays. L'intéressé peut même y retourner pendant de courtes périodes sans être arrêté. Aussi longtemps qu'une personne peut s'attendre à être arrêtée périodiquement, elle peut être considérée comme étant persécutée.
8. Persecution may take the form of indiscriminate terror. Persons may be persecuted for no apparent cause at all, other than for the purpose of instilling fright in a population at large. Persons with a well-founded fear of becoming victims of governmental terrorist tactics may be refugees.
8. La persécution peut aussi prendre la forme de mesures générales visant à semer la terreur. Des personnes peuvent être persécutées sans raison apparente, autre que dans le but d'inspirer la crainte à la population. Les personnes qui ont de bonnes raisons de craindre d'être victimes des actes terroristes du gouvernement peuvent être des réfugiés.
9. A person is a refugee whether he is persecuted alone, or persecuted with others. A person need not be singled out for persecution in order to be a refugee. Each claim must be assessed individually. Once that assessment takes place, a claim cannot be rejected simply because a large number of others could also legitimately fear the same persecution.
9. Une personne est considérée comme un réfugié qu'elle fasse seule l'objet de persécution, ou qu'elle soit persécutée avec d'autres. Il n'est donc pas nécessaire qu'elle fasse spécifiquement l'objet de persécutions pour être considérée comme un réfugié. Toutes les revendications doivent être étudiées individuellement. La revendication ne peut être rejetée du simple fait qu'un nombre important de personnes pourraient légitimement craindre d'être persécutées de la même manière.

10. It is recognized that immigration considerations must not be brought to bear on the application of the refugee definition. The possibility that, if one person is given refugee status, many others might also be entitled to claim refugee status, is not relevant to whether the claimant is a refugee.

11. A person is a political refugee if he has a well-founded fear based on political opinion. He need not have a well-founded fear based on political activity. Political opinion means what is political in the opinion of the government from which the refugee flees, not what is political in the opinion of the refugee, or in the opinion of Canadians officials. A person may have been totally inactive politically and have no political opinions of his own. Yet he may, nonetheless, be a political refugee. The political prominence of the claimant is evidence of the likelihood of persecution but it is not a pre-requisite. A person who is disposed to clash politically with authorities from his country and who will probably or possibly suffer persecution because of that disposition may be a refugee.

12. A well-founded fear of persecution need not arise before the claimant has left his country. It may be based on what has happened in the country since the claimant has been abroad. A person who was not a refugee at the time he left his country but who becomes a refugee after he leaves, is a refugee "sur place".

10. Il est reconnu que des considérations relatives à l'immigration ne doivent pas influencer sur l'application de la définition de réfugié. La possibilité que l'octroi du statut de réfugié à une personne puisse donner le droit à un bon nombre d'autres personnes de revendiquer le statut de réfugié ne peut entrer en ligne de compte dans la décision.

11. Une personne est considérée comme un réfugié politique si elle craint avec raison d'être persécutée du fait de ses opinions politiques. Il n'est pas nécessaire que les raisons s'appuient sur une activité politique. Les opinions politiques s'entendent de ce qui est considéré comme politique de l'avis du gouvernement du pays que le réfugié cherche à fuir, et non pas de l'avis du réfugié, ou de l'avis des représentants canadiens. Une personne peut ne s'être jamais livrée à des activités politiques et n'avoir aucune opinion politique personnelle et pourtant être considérée comme un réfugié politique. Le fait que le demandeur soit un personnage politique en vue est une preuve qu'il risque d'être persécuté, mais il n'est pas nécessaire qu'il le soit effectivement. Une personne prête à s'opposer politiquement aux autorités de son pays et qui de ce fait est susceptible d'être persécutée peut être considérée comme un réfugié.

12. Les raisons fondées de craindre la persécution peuvent ne pas se manifester avant que le demandeur ait quitté son pays. Elles peuvent se baser sur ce qui est arrivé dans le pays depuis que le demandeur est à l'étranger. Une personne qui n'était pas un réfugié au moment où elle a quitté son pays, mais qui le devient par la suite, est considérée comme un réfugié "sur place".

3. A person may be a refugee even though he was able to leave his country without difficulty. He may have obtained a passport through official channels. He may not have been stopped by officials at the port of exit. As long as he has a well-founded fear of persecution based on the reasons in the definition should he have stayed, or should he return, he is a Convention refugee.
4. In determining whether there is a well-founded fear of persecution, what is relevant, is the practice in the country the refugee flees. The legal structure in the country is not, in itself, conclusive.
13. Une personne peut être considérée comme un réfugié même si elle a pu quitter son pays sans difficulté. Elle peut avoir obtenu officiellement son passeport. Elle peut ne pas avoir été arrêtée par les représentants de son pays au point de sortie. Tant et aussi longtemps qu'elle a de bonnes raisons de craindre qu'elle aurait pu être persécutée d'après les motifs exposés dans la définition, si elle était demeurée dans son pays, ou si elle y retournerait, elle est considérée comme un réfugié au sens de la Convention.
14. Pour déterminer s'il existe des craintes fondées de persécution, il faut considérer les pratiques en vigueur dans le pays que le réfugié a fui. La structure légale de ce pays n'est pas en elle-même probante.

Guidelines: Credibility Assessment

Lignes directrices: Évaluation de la bonne foi

5. When the credibility of the claimant is in doubt, the claimant will receive the benefit of the doubt. An applicant who swears to certain allegations will be presumed to be telling the truth unless there be reason to doubt the truthfulness of those allegations.³¹
6. Inconsistency, misrepresentation, or concealment in a claim should not lead to a finding of incredibility where the inconsistency, misrepresentation or concealment is not material to the claim. If a statement is not believed but if the claim would be well-founded apart from that statement, then refugee status should be granted.
15. Lorsque la bonne foi du demandeur est contestée, ce dernier aura le bénéfice du doute. On présumera que le demandeur qui fait sous serment certaines déclarations dit la vérité, à moins qu'il y ait de bonnes raisons de douter de la véracité de ces allégations³¹.
16. Les contradictions, les fausses représentations et les dissimulations relevées dans une revendication ne devraient pas donner lieu à une décision négative pour ce qui a trait à la bonne foi lorsqu'elles ne sont pas essentielles à la revendication. Si l'une des déclarations ne peut être crue, mais que la revendication serait par ailleurs bien fondée, le statut de réfugié doit alors être accordé.

17. The fact that a claim was made only after the claimant received the advice of a lawyer is not relevant to the credibility of the claim. This is not a factor to be taken into account in determining credibility.

18. There are a number of factors which may be indicative of a lack of credibility. However, it is important to bear in mind that they may also be consistent with other rational conclusions. These factors must be assessed in each individual case and in the broader context of the special pressures which refugees frequently face:

(a) A claim may be credible even though the claim was not made at the earliest possible opportunity. A genuine refugee may well wait until he is safely in the country before making a claim. He cannot, in every case, be expected to claim refugee status at the port of entry. A genuine refugee may not be aware, immediately, of his entitlement to refugee status. He may be in the country for some time before he becomes aware of our refugee claims procedure.

(b) A claim may be credible even though, since leaving home, the claimant has been in another country besides Canada and has not claimed refugee status in that other country. The third country may have had a regime similar to the one which the claimant was fleeing. A genuine refugee may have felt it unnecessary to claim refugee status in a third country,

17. Le fait qu'une revendication n'ait été présentée qu'après que le demandeur ait demandé conseil à un avocat n'a aucune influence sur la bonne foi de cette revendication. Autrement dit, ce n'est pas un facteur dont il faut tenir compte pour déterminer la bonne foi.

18. Bon nombre de facteurs peuvent servir à indiquer le manque de bonne foi. Toutefois, il est important de se rappeler qu'ils peuvent aussi se reporter à d'autres conclusions rationnelles. Ces facteurs doivent être évalués dans chaque cas et dans le contexte général des pressions exceptionnelles que subissent souvent les réfugiés:

(a) La revendication peut être vraisemblable même si elle n'a pas été présentée à la première occasion. Un réfugié authentique peut attendre d'être en sûreté dans un autre pays avant de présenter sa revendication. On ne peut s'attendre à ce que tous les réfugiés sans exception revendiquent ce statut au point d'entrée. Un réfugié authentique peut ne pas savoir qu'il a droit au statut de réfugié. Il peut séjourner pendant quelque temps dans le pays avant d'être informé de notre procédure de revendication du statut de réfugié.

(b) Une revendication peut être authentique même si, depuis qu'il a quitté son pays d'origine, le demandeur se trouve dans un autre pays que le Canada et n'y a pas revendiqué le statut de réfugié. Il est possible que ce pays ait un régime semblable à celui que le demandeur a fui. Un réfugié authentique peut avoir estimé

because he was able to stay in the third country for the time he wished without claiming refugee status.

inutile de revendiquer le statut de réfugié dans un autre pays du fait qu'il a été en mesure de séjourner dans ce pays pendant la période souhaitée sans avoir à revendiquer ce statut.

(c) A claim may be credible even though the claimant has not approached the Canadian mission in his home country and claimed refugee status. Even for those countries (Chile, Argentina, and Uruguay) where it is possible to claim refugee status at home, a genuine refugee may fear that making such a claim at home would lead to detection and persecution.

(c) Une revendication peut être authentique même si le demandeur n'a pas communiqué avec les représentants du Canada dans son pays d'origine pour y revendiquer le statut de réfugié. Même pour ces pays (Chili, Argentine et Uruguay) où il est possible de revendiquer le statut de réfugié à l'intérieur, le réfugié authentique peut craindre qu'une telle revendication le fasse repérer des autorités et entraîne des persécutions.

(d) Even where a statement is material, and is not believed, a person may, nonetheless, be a refugee. "Lies do not prove the converse."³² Where a claimant is lying, and the lie is material to his case, the Refugee Status Advisory Committee must, nonetheless, look at all of the evidence and arrive at a conclusion on the entire case. Indeed, an earlier lie which is openly admitted may, in some circumstances, be a factor to consider in support of credibility.³³

(d) Même lorsqu'une déclaration, capitale pour la revendication, ne peut être crue, le demandeur peut néanmoins être un réfugié. Les mensonges ne prouvent pas que le contraire soit vrai³². Lorsque le demandeur ment, et que ce mensonge a une grande importance pour sa cause, le Comité consultatif du statut de réfugié doit néanmoins examiner toutes les preuves produites et en arriver à une conclusion d'après l'ensemble du cas. En fait, un mensonge avoué peut, dans certains cas, être un facteur à considérer en faveur de la bonne foi du demandeur³³.

(e) A claim may be credible even though the claimant submits information during a second examination (for example, on an out-of-status claim following an in-status claim) which

(e) Une revendication peut être crédible même si le demandeur présente au cours d'un deuxième examen (par exemple dans le cas d'une revendication hors statut

was not submitted during the first examination. The claimant may have been reluctant to speak freely during the first examination but may be prepared to provide a full and accurate account on the second occasion.

présentée à la suite d'une revendication présentée pendant la durée de validité de son statut) des renseignements qui n'ont pas été présentés au cours du premier examen. Le demandeur peut avoir hésité à parler librement au cours du premier examen, mais il se peut qu'il soit disposé à le faire à la deuxième occasion.

(f) A person may be a credible claimant even though he has never been persecuted. The absence of actual detention or detection by the authorities or of wounds should not lead to the assumption of fabrication.

(f) Une personne peut être un demandeur authentique même si elle n'a jamais été persécutée. Le fait qu'elle n'ait pas été détenue ni repérée par les autorités, ou l'absence de blessures, ne doit pas conduire à l'hypothèse que tout a été fabriqué de toutes pièces.

(g) A claim may be credible even though it is similar to other claims. A claimant should not be suspected of fabricating his claim simply because the pattern of his claim is similar to the pattern of other claims before the Refugee Status Advisory Committee.

(g) Une revendication peut être crédible même si elle ressemble à d'autres revendications. Un demandeur ne doit pas être soupçonné d'inventer son cas simplement parce que sa revendication ressemble à d'autres qui ont été présentées devant le Comité consultatif du statut de réfugié.

(h) A claim may be credible even though it is different from other claims. A claimant should not be suspected of fabrication because his statements are different from statements made by other refugee claimants originating from the same country.

(h) Une revendication peut être crédible même si elle diffère d'autres revendications. Le demandeur ne doit pas être soupçonné d'inventer sa cause simplement parce que ses déclarations diffèrent de celles faites par d'autres personnes qui ont revendiqué le statut de réfugié et qui étaient originaires du même pays.



Minister
Employment and Immigration

Ministre
Emploi et Immigration

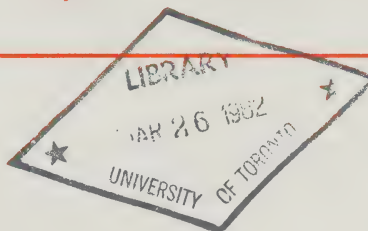
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STATEMENT BY THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA

"CANADA'S APPROACH TO LABOUR MARKET POLICY"

BACKGROUND TO THE MEETING OF THE OECD MANPOWER
AND SOCIAL AFFAIRS COMMITTEE AT THE MINISTERIAL LEVEL

PARIS

MARCH 3-5, 1982

Introduction

The upcoming OECD ministerial meeting of the Manpower and Social Affairs Committee is a timely opportunity to review the development of labour market policies in the 20 OECD countries. Not only can Ministers compare a variety of distinct approaches but an improved understanding of the inter-connections between the policies of the member countries can be developed.

Canada has a particular interest in these matters because of the crucial role labour market policies will play in our country's economic success this decade. Canada, in common with other OECD countries, is confronted with the need to restructure its traditional manufacturing industries and to accommodate considerable technological change, particularly in office employment in which women are predominately employed. In addition, Canadian development will include construction of a number of very large energy-related projects.

The importance of labour market policy was highlighted in the Government of Canada's recent statement, Economic Development for Canada in the 1980s. In this national economic strategy, five priority areas were identified, human resource development being one of them. The section on developing human resources was introduced by the statement, "Canada's economic development prospects in the 1980s... will depend crucially on the educational, training and employment opportunities open to individual Canadians". Objectives and specific proposals for reform were also spelled out.

This year's meeting of the committee is particularly important because of the economic difficulties shared by almost all OCED countries. Unemployment is forecast to rise to close to 30 million in 1982 which amounts to over 8 per cent of the labour force in the industrialized democracies. While some improvement in output is expected during the year as businesses begin to rebuild inventories, the increase is not forecast to be substantial enough to reduce unemployment significantly.

Stagnant output and unemployment on such a scale represent a threat to social cohesion throughout the industrialized world. If these conditions are allowed to persist, people - especially youth- begin to lose hope and reduce their efforts to find work or improve their employability. Business loses its incentive to invest. Declining investment leads to lower productivity and lower real incomes. And lower incomes further reduce efforts by individuals and the whole economic fabric of the industrialized world begins to unravel.

Thus, even though the meeting will concentrate on labour market policies, it will be necessary to take the overall economic climate into account. Many of the policy issues that will be discussed are important not only to minimize the negative effects of the present down turn but are essential to avoid skill bottlenecks which could place inflationary barriers in the path of future economic growth. Furthermore, it is apparent that restrictive monetarist and fiscal policies can have no durable effect in reducing inflation to the extent that they reduce investment and, as a consequence, the capacity for production to grow,

It would be wise to add to our arsenal of economic management tools by placing more emphasis on alternative structural reforms to create non-inflationary economic growth. In important respects, discussions at the Manpower and Labour Ministers' meeting should lay groundwork for next month's OECD meeting of finance ministers.

Policy Choices

Some of our current difficulties are due to causes beyond the collective control of OECD governments. However, many of the problems which plague all OECD countries can be solved if each and every OECD government intensifies its effort to combat rising unemployment, to raise productivity and output and to accelerate the creation of productive jobs.

In short, governments are not powerless to promote non-inflationary growth. Quite the opposite: Government must be a creative force to get our economies moving again and to restore hope to the almost 30 million people unemployed in the OECD area.

However, the amount that any one government can do acting alone is limited. We in the OECD are a highly interdependent community. In Canada, exports make up over 25 per cent of our GNP and we are not atypical: In the United Kingdom and Germany, for example, exports account for over 20 per cent of GNP. Therefore, it is critical that OECD countries pull together in a collective effort to increase employment, output and productivity.

There is much that Minister's of Labour and Manpower can do to lay the basis for rising employment, productivity and real incomes.

Increase Investment in Skills

First, we must ensure that investment in our most important resource - people - is increased. Now is not the time for retrenchment in spending on the development of our human capital. Although there may be leeway to increase the effectiveness of existing skill development programs, it is absolutely crucial that OECD members not neglect or cut back in these areas.

Because of sweeping technological adjustments, we are going to have to make increased efforts to ensure that our young people have access to training for the jobs of the future. While this may mean increased spending on training for some of us, it certainly means that our scarce funds must be spent on productive training. Engineers, technicians, technologists and skilled industrial workers are in short supply in all countries and it is our responsibility to increase the opportunity for training in these critical occupations. Failure to do so will result in sharp international bidding for labour when the economic upturn arrives with the added likelihood of cost production, both of which would create inflationary pressures. By increasing our investment in skills now, we can set the stage for future rounds of non-inflationary growth.

Though Canada has historically relied on high levels of immigration to meet its skill needs, we have now adopted policies aimed at equipping sufficient numbers of Canadians with skills in high demand. The new national training program, outlined in early January and now being discussed with the provinces, will correct many of the deficiencies of our past approach. It would be most unfortunate if those countries which have been decreasing their efforts in this area were to rely, as they inevitably would have to, on capturing part of the long-term investment in human resources made by neighbouring states.

Retraining and Adjustment for Higher Productivity

Also important is the provision of retraining for workers in declining industries and occupations. The safety-net of adequate retraining not only dispels the anxieties of workers responding to change in declining sectors but greatly increases our potential for more rapid economic growth. Generous provisions for retraining accelerates the movement of people from low productivity to high productivity jobs, thereby increasing output while reducing inflationary pressures.

While it is clear that enhanced productivity growth will require enormous physical investments in the years to come, it is increasingly evident that it will also require enlightened human resource policies on the part of employers and much closer cooperation between labour unions and employers than we have seen in Canada in

recent years. I have no doubt that a major untapped source of higher productivity is a better motivated work force. It is completely understandable that workers will resist the introduction of new techniques designed to improve productivity when these techniques threaten their jobs and incomes. But it is also true that higher productivity leads to higher wages and, in general, higher per capita incomes in the country. In brief, although some countries are more advanced than others in this area, we would all benefit from more innovative ways of showing everybody that there is something to gain when productivity rises.

Disadvantaged Groups in the Labour Force

In Canada, as in other member countries, certain groups of citizens have long experienced disadvantages in the work world. For reasons of social equity and because of a general slowing in the rate of labour force growth, better ways must be found to enable members of these groups to participate fully in the economy. Government leadership in this area is particularly important. In my view, it would be tragic if, in this period of economic downturn, we were to neglect efforts to prepare members of disadvantaged groups for entry into the labour market once the upswing begins.

In many European countries an important problem will be to integrate larger numbers of young people into the labour market. In all our countries young people tend to be hardest hit by unemployment. The Canadian Government is renewing its commitment to aid the entry of young people to the labour market and to ensure that our young people are prepared to take advantage of job opportunities.

In Canada, demographic changes will require a much more intensive use of women, Native people and the disabled in a broader range of industries and occupations. Women, for example, will make up almost 70 per cent of new entrants to the labour force while in several Western Canadian cities fully 30 per cent of labour force growth will be made up of Native people. New, carefully targetted labour force programs are required if labour market imbalances and the consequent high unemployment on the one hand and inflationary wage pressures on the other hand are to be avoided. A number of measures have recently been implemented to improve the integration of these groups in the labour market. The new national training program will provide for more effective use of basic training linked closely to jobs and further skill development training.

Conclusions

In Canada, the Federal Government is in the midst of a major overhaul of the training system along the lines I have just outlined. We want to target our training investment on those skills required for future growth. An occupational growth and adjustment fund is being established to assist training institutions to accommodate additional students in those disciplines required for future growth. Increased funds are being allocated to encourage industry to train more workers in critical national occupations. Under the industry and labour adjustment program, increased funds are retraining workers in declining industries. We are developing ways of speeding the entry and integration of members of disadvantaged groups into the labour force.

In a time of recession, reforms such as these are important because not only do they help individuals weather current difficulties but, at the same time, they enhance the medium and long term employability of our citizens.

In this statement, I have tried to sketch some of the ways in which an economic strategy might be developed which will lay the basis for non-inflationary growth in the years to come. The key to this strategy is labour market policy, an economic management instrument which, in the past, has not been given the priority it deserves.

The components of the strategy are a re-affirmation of Government's role in investing in people; increased emphasis on vocational education and training; special assistance program and retraining for those affected by economic change; special attention to members of disadvantaged groups; and public investment in job creation which enhances both the long term human resource and the natural resources of the country.

It is clear that such a strategy will require changes on the part of government, labour and business. It also seems clear to me that the implementation of such a strategy is sufficiently new and contains sufficiently large departures in economic policy and in private sector practices that it is unlikely that it could be implemented successfully by one country acting alone. Rather, I think

that the rationale and elements of such a strategy are common to most OECD countries and that a concerted, joint effort will be required to realize its full promise to lay the basis for sustained, non-inflationary growth.



Minister
Employment and Immigration

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STATEMENT BY THE
HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA
TO THE OPENING SESSION
OF THE
MINISTERIAL LEVEL MEETING OF THE
MANPOWER AND SOCIAL AFFAIRS COMMITTEE
OECD
PARIS, FRANCE
MARCH 4, 1982



"Scope for Employment-Promoting Policies"

Mr. Chairman, our purpose today is to bring forward to the Ministers of Finance who will be meeting next May, proposals for new, imaginative but concrete initiatives which will contribute to non-inflationary growth. In Canada, we believe that labour market policies have a great deal of scope in themselves in preparing for non-inflationary growth by adding to the productive capacity of our economies. If this investment is not made now, we will face two dire consequences:

(a) Skill and experience bottle-necks will restrict the recovery itself and excessive wage competition will lead to further inflation.

(b) Individuals will be offered no hope for participating in the eventual turn-around and social cohesion will deteriorate. Some of our current difficulties are due to causes beyond our control.

However, many of the problems which plague all OECD countries can be solved if each and every OECD country intensifies its investment in human capacity. I also believe, Mr. Chairman, that collectively as Ministers of Manpower, we have a responsibility to bring a special perspective in analysing economic problems, that of reflecting the very real human hardship which unemployment creates.

It is often argued by our colleague Ministers of Finance that restrictive monetary and fiscal policies are necessary to dampen inflation and that reduced inflation will somehow miraculously lead to future growth. But no mechanism by which future growth will be assured is articulated. We are asked to take it on faith that growth will follow. However, we know, and it is well accepted by all, regardless of political or economic persuasions, that we can have non-inflationary growth only if we augment the capacity of our economies to produce. This means increased investment in plant and equipment - investment which can be encouraged by lower real rates of interest. It also means a complementary increased investment in the human capital base of our countries. This investment in human capital is partly financed, directly by governments, through schools and training programs. It is also achieved by industries through on-the-job training and, the higher the level of employment, the more of this investment is undertaken.

These factors imply that increased governmental efforts are necessary both to develop human resources directly and to maintain employment so that industry can develop skills which are critical to expanding capacity and thus to lowering inflation. In short, governments are not powerless to promote non-inflationary growth. Quite the opposite: government has a unique creative role in getting our economy going again and in restoring hope for the 26 million unemployed in the OECD region.

First, we must ensure that investment in our most important resource - people - is increased. Now is not the time for retrenchment in spending on the development of our human capital. In this context, I would suggest that this conference propose a four-part strategy to lay the basis for future non-inflationary growth.

1) An increased investment in training

Governments must address the problem of ensuring training in areas for which demand is the greatest. In Canada, we have put forward a major new occupational projection system in which both labour and management will be called upon to effectively participate at the working level. Related to this, improved counselling and dissemination of information will also be necessary. Governments should provide increased investments for equipment and facilities in growth areas for the 1980s. Finally, targeted subsidies for apprentices must be applied to maintain and expand industrial skill training during recessive times.

2) Enhanced adjustment assistance

If governments should encourage only the development of commercially viable enterprises, then governments have a responsibility to aid individuals affected by economic decline. In situations where communities are affected by permanent structural decline, measures to enhance and increase the mobility and re-training of people are needed, as well as investment incentives to generate alternative modern enterprise. In such a community-based exercise, the local community, labour, management and government must all be asked to take part in managing change.

3) The maintenance of the skill base

Governments must clearly be concerned with maintaining the existing skill base in industries which are facing temporary cyclical down turns, especially in remote communities. Such programs need to be carefully designed not to impede structural agreement and to be temporary in their impact. In Canada, for example, we have introduced two very successful programs of this kind through the use of unemployment insurance funds.

Through the work-sharing program, firms are able to retain their trained personnel; because of the voluntary nature of the program, consultation and co-operation between the employers, the employees and government the key to the program's success. Such co-operation at the local level on matters of immediate concern to all three parties is a concrete example of the fruitful dialogue between social partners with the trade union advisory council and the business and industry advisory council.

Enriched unemployment benefits are also being made available to do work which increases the productive base of the economy, such as forest management and fisheries enhancement while retaining the skilled labour of a community.

4) Greater use of non-traditional sources of skills

It is also important for governments to augment the available pool of skilled labour over the medium term. Thus governments have a responsibility to encourage better use of under-utilized human resources through programs which offer special training, counselling and wage subsidies and through programs which combat systemic discrimination in the market place. Because it takes time and care to introduce such reforms, it is important that we continue, or expand, such programs now so that medium-term bottlenecks in labour supply do not choke off medium-term growth.

In many countries, including my own, this anti-inflationary policy will require some increase in expenditures to augment the supply of skilled workers. For example, it is clear that if we are to increase investment in both civilian and military capital, we will require the complementary skills. It is incumbent upon government to move now to increase these skills. I thus conclude that in a time of recession, increased measures to train, recycle and maintain our skill base, through our investment in human capital rather than investments in declining industries, will not only help weather current difficulties but will enhance the medium-and long-term employability of our citizens.

Mr. Chairman, I would urge this group of ministers to send a clear, positive and constructive message to the Council of OECD, that the way to non-inflationary growth lies not in further restriction of employment and output but in the enhancement of the productive capacity of our economies. Investment in human resources is a key instrument of economic management. An expansion of training, retraining and employment development programs are not luxuries that can be deferred while we wait until non-inflationary growth is achieved.

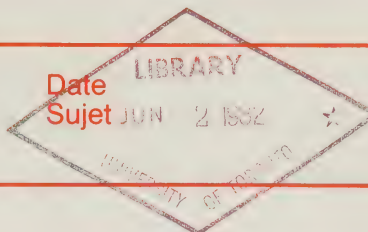


Minister
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NOTES FOR AN ADDRESS

BY THE

HONOURABLE LLOYD AXWORTHY

TO THE

CANADIAN INFORMATION PROCESSING SOCIETY

SASKATOON

Wednesday, May 19, 1982

Check Against Delivery

YOUR CONFERENCE IS TAKING PLACE AT A TIME WHEN PEOPLE THROUGHOUT THE COUNTRY ARE EXPRESSING GREAT CONCERN AND POSING QUESTIONS ABOUT THE HEALTH AND VITALITY OF OUR ECONOMY AND, INDEED, ABOUT CANADA'S PLACE IN AN UNCERTAIN GLOBAL ECONOMY.

IN MY CAPACITY AS MINISTER OF EMPLOYMENT, I AM ONLY TOO AWARE OF THE VERY SERIOUS ECONOMIC DIFFICULTIES WE FACE. WE ARE GOING THROUGH A PERIOD WHEN THE VERY CONCEPT OF WORK AND JUST WHO IS WORKING IN CANADA IS AT THE FOREFRONT.

SO UNDER THESE CIRCUMSTANCES, I'M ENCOURAGED BY THE FACT THAT YOUR CONFERENCE AGENDA INCLUDES TIME FOR DISCUSSING THE WORLD OF WORK AND HOW IT AFFECTS YOUR INDUSTRY. I DON'T BELIEVE WE CANADIANS SPEND ENOUGH TIME GENERATING INTEREST AND DISCUSSION ABOUT THE CHANGING NATURE OF BOTH OUR LABOUR MARKET AND OUR LABOUR FORCE - HOW PEOPLE ARE AND WILL BE EMPLOYED AND WHAT THE PUBLIC AND PRIVATE SECTOR SHOULD BE DOING IN RESPONSE TO THESE CHANGES.

OVER THE CENTURIES, WORK AND THE NATURE OF WORK HAVE CHANGED A THOUSAND-FOLD, YET THE NEED FOR IT AND THE DRIVE TO OBTAIN IT HAVE NOT. WORK IS AN INGRAINED AND INCULCATED ATTITUDE OF MIND. NOT ONLY IS IT OUR INSTRUMENT TO ACQUIRE AN INCOME AND GOODS AND SERVICES, IT IS TIED UP IN OUR VERY IDENTITY AS HUMAN BEINGS. WORK GIVES A MEANING, AN IDENTITY AND A DIGNITY TO EACH AND EVERY INDIVIDUAL. THUS, IT IS TRAGIC AND DISTURBING WHEN WE SEE SOMEONE DEPRIVED OF WORK BECAUSE, IN A SENSE, WE ARE WITNESSING THE ROBBERY OF THEIR IDENTITY, OF THEIR SENSE OF PURPOSE AND THEIR SENSE OF FUTURE.

RIGHT NOW THE WORLD OF WORK IS SUBJECT TO MAJOR TURBULENCE AND DISRUPTION. WE ARE NOT ALONE - WITHIN THE 24 OECD COUNTRIES, 28 MILLION PEOPLE ARE UNEMPLOYED. HOWEVER, THAT DOESN'T ALLEVIATE THE SERIOUSNESS OF OUR OWN SITUATION NOR DOES IT PROVIDE A JUSTIFICATION FOR AVOIDING NECESSARY, INDEPENDENT ACTIONS.

I CAN ASSURE YOU THAT THE CYCLICAL DOWNTURN WE ARE AT PRESENT CAUGHT IN IS A SOURCE OF GREAT CONCERN AND GOVERNMENTS, BOTH FEDERAL AND PROVINCIAL, ARE TAKING ACTION TO CUSHION PEOPLE AGAINST IT. HOWEVER, IT WOULD BE TRAGIC IF, AS A SOCIETY, WE ALLOWED THE URGENT TO OVERWHELM THE IMPORTANT. THERE ARE SOME VERY FUNDAMENTAL AND PROFOUND SHIFTS OCCURING RIGHT NOW IN THE STRUCTURE OF OUR ECONOMY AND IN OUR WORK FORCE AND IN THE WORK PLACE - SHIFTS WHICH MUST BE ADDRESSED BY LONG-TERM POLICIES. IF WE FAIL TO DEAL WITH THESE LONGER TERM PROBLEMS NOW, WE WILL BE ILLEQUIPPED TO MAKE THE MOST OF NEW ECONOMIC OPPORTUNITIES IN THE FUTURE.

ONE OF THE MAJOR SHIFTS THAT MUST BE ADDRESSED IS THE PERVASIVE INFLUENCE OF NEW TECHNOLOGICAL APPLICATIONS. WITHIN THE CANADIAN LABOUR MARKET, THE INJECTION OF HIGH TECHNOLOGY HAS BEEN A DOUBLE-EDGED SWORD; IT IS SEEN BY SOME AS A FAUSTIAN BARGAIN. ON THE ONE HAND, WE ARE FACED WITH THE DILEMMA OF THE REDUCTION AND CONTINUING OBSOLESCENCE OF CERTAIN SKILLS AND JOBS YET AT THE SAME TIME A WHOLE NEW FRONTIER OF EMPLOYMENT OPPORTUNITIES IS OPENING UP - JOBS THAT WE HAD NOT EVEN IMAGINED ONLY THREE OR FOUR YEARS AGO.

NUMEROUS RECENT STUDIES HAVE BEEN UNDERTAKEN ON THE HUMAN IMPLICATIONS OF THE NEW TECHNOLOGY. WE HAVE PROJECTIONS THAT, BY THE YEAR 2000, TWO-THIRDS OF THE NORTH AMERICAN LABOUR FORCE WILL BE TIED TO THE INFORMATION INDUSTRY. WHAT WE DON'T HAVE A GOOD HANDLE ON, AND IT IS A GAP THAT MUST BE FILLED, IS THE VERY SIMPLE QUESTION OF THE IMPACT OF THE NEW TECHNOLOGY ON THE TOTAL AMOUNT OF WORK AVAILABLE. THERE ARE ARGUMENTS BOTH WAYS, BUT, SO FAR AS I CAN SEE, THE VERDICT IS STILL OUT.

WHAT I DO KNOW IS THAT IT IS NOT A SHORT-TERM OR TRANSITORY PROBLEM WE FACE. HIGH TECHNOLOGY, LIKE MOUNT EVEREST, IS THERE: IT CAN BE USED TO IMPROVE THE QUALITY OF OUR LIVES; IT IS THE KEY TO OUR INTERNATIONAL COMPETITIVENESS, SOMETHING THAT CANADA AS A TRADING NATION MUST BE VERY SENSITIVE TO. SO A LUDDITE REACTION IS JUST NOT POSSIBLE. WE'RE NOT GOING TO SOLVE ADJUSTMENT PROBLEMS CREATED BY NEW TECHNOLOGY BY WRINGING OUR HANDS OR GNASHING OUR TEETH OR BY CLINGING TO A PRESENT WHICH IS ALREADY FADING. MY STANCE IS THAT WE HAVE TO BE OPTIMISTS, WE HAVE TO IGNORE THE IDEA ASSASSINS AND SEEK SOLUTIONS AND STRATEGIES WHICH NOT ONLY HELP RESOLVE OUR CURRENT DIFFICULTIES BUT ALSO LAY THE GROUNDWORK FOR THE FUTURE NEEDS OF THE LABOUR MARKET.

SO MY MESSAGE IS THAT THE TIMES DICTATE THAT WE DO NOT SEEK REFUGE IN TRADITIONAL AND CONVENTIONAL WISDOMS AND ANSWERS. JUST AS YOUR INDUSTRY'S SURVIVAL DEPENDS ON CREATIVITY AND INNOVATION SO MUST OUR STRATEGIES BE CREATIVE AND INNOVATIVE. THIS CAN ONLY BE FULLY REALIZED THROUGH COOPERATION, BY THE CROSS-FERTILIZATION OF IDEAS BY ALLOWING THE CREATIVE JUICES OF THE PRIVATE AND PUBLIC SECTOR TO FLOW TOGETHER TO DEVELOP A NEW SET OF STRATEGIES ACCEPTABLE TO BOTH SECTORS BASED ON THE REALITIES WE FACE TOGETHER.

IN PARTICULAR, WE NEED TO EXAMINE THE MARRIAGE BETWEEN TRAINING AND TECHNOLOGY. I CAN TELL YOU WITHOUT RESERVATION THAT THIS IS THE MOST IMPORTANT ISSUE WE CAN WORK ON TOGETHER. FIRST, THE OBVIOUS FACT IS THAT TRAINED PEOPLE ARE THE RATE-DETERMINING STEP FOR TECHNOLOGICAL PROGRESS. SECOND, AND JUST AS IMPORTANT IN THE LONG RUN, IS THE FACT THAT GOOD TRAINING PROGRAMS TO EQUIP PEOPLE TO GET INTO GROWING OCCUPATIONS ARE THE KEY TO LOWERING THE FEARS AND ANXIETIES ABOUT THE EFFECTS OF TECHNOLOGY IN THE WORK PLACE. PROGRAMS FOR TRAINING AND RETRAINING FOR NEW HIGH TECHNOLOGY JOBS ARE MORE THAN AN ECONOMIC NECESSITY; THEY ARE A SOCIAL NECESSITY.

TODAY, I WANT TO SIMPLY OUTLINE TO YOU THE BASIC THRUST OF THE FEDERAL GOVERNMENT'S STRATEGY. I WANT TO EMPHASIZE THAT IT IS BASED ON CAREFUL STUDY AND CONSULTATION - NOT IN A CAPRICIOUS OR AD HOC WAY - AND THAT IT IS BEING CONTINUALLY REFINED AND REVISED AS A RESULT OF CONSULTATIONS. IT IS NOT A STRATEGY CARVED IN STONE; IT IS ONE FLEXIBLE ENOUGH TO FIT EVER CHANGING PROBLEMS AND OPPORTUNITIES.

LAST NOVEMBER, IN OUR DOCUMENT ON ECONOMIC DEVELOPMENT IN THE EIGHTIES, WE SET OUT AN ECONOMIC FRAMEWORK WHICH WILL GUIDE OUR ACTIONS IN THE COMING YEARS AND WILL HELP SHAPE A STRONG FUTURE FOR CANADA WITHIN THE INTERNATIONAL COMMUNITY.

THERE IS NO QUESTION THAT THE INTERNATIONAL ECONOMIC CLIMATE IS TROUBLED AND THE CANADIAN ECONOMY HAS NOT BEEN IMMUNE TO THAT TURBULENCE. HOWEVER, IN CANADA WE ARE FORTUNATE TO HAVE SOME ENORMOUS ADVANTAGES WHICH PLACE OUR COUNTRY IN A STRONG POSITION TO PROSPER DURING THE COMING YEARS. MANY OF OUR LEADING OPPORTUNITIES LIE IN THE DEVELOPMENT OF OUR NATURAL RESOURCES. SOME OF THE CRITICS HAVE CLAIMED THAT THE FEDERAL STRATEGY IS TOO RELIANT ON RESOURCES AND MAJOR PROJECTS, THAT IT IS ORIENTED TO THE WEST AND IGNORES THE MANUFACTURING BASE OF CENTRAL CANADA.

I WANT TO POINT OUT IN RESPONSE THAT THE STRATEGY MERELY RECOGNIZES THE FACT THAT MAJOR RESOURCE PROJECTS, MANY OF THEM HERE IN THE WEST, ARE GOING TO BE AN IMPORTANT PART OF OUR ECONOMIC DEVELOPMENT OVER THE NEXT 20 YEARS. THERE ARE SUBSTANTIAL ECONOMIC SPINOFFS FOR ALL PARTS OF CANADA. FOR EXAMPLE WHEN WE INVEST \$13 BILLION IN THE WESTERN RAIL SYSTEM, WE GET BENEFITS NOT ONLY HERE ON THE PRAIRIES BUT IN HAMILTON STEEL MILLS, QUEBEC LOCOMOTIVE PLANTS AND NOVA SCOTIA HOPPER CAR MANUFACTURERS. ULTIMATELY, THERE ARE TIE-INS TO HIGH TECHNOLOGY FOR ALL ECONOMIC PROJECTS.

WE SEE OUR HIGH TECHNOLOGY INDUSTRIES, WHICH HAVE EXHIBITED AN ANNUAL GROWTH RATE OF 12 TO 13 PER CENT, AS ONE OF OUR BEST OPTIONS TO DEVELOP AND REVITALIZE OUR ECONOMY. EVEN IN THE CURRENT CLIMATE, THE TECHNOLOGY COMPANIES ARE DOING WELL. LAST WEEK, I MET WITH SOME OF THE SENIOR PEOPLE FROM BURROUGHS AND WAS SHOWN THEIR FIRST QUARTER FINANCIAL STATEMENT. I MUST ADMIT THAT IF I WASN'T RESTRAINED BY CONFLICT OF INTEREST REGULATIONS I MIGHT BE QUITE INTERESTED IN AN INVESTMENT.

IN RECOGNITION OF THE POTENTIAL FOR TECHNOLOGY TO SET THE STAGE FOR ECONOMIC GROWTH AND DEVELOPMENT, WE HAVE ESTABLISHED R & D TARGETS FOR BOTH THE PUBLIC AND PRIVATE SECTORS.

- IN 1981, OUR EXPENDITURES ON R & D INCREASED TO \$3.5 BILLION, 1.07 % OF THE GNP. WE ARE WELL ON OUR WAY TOWARDS OUR TARGET OF 1.5% OF GNP.
- IN DECEMBER OUR SPACE RESEARCH BUDGET WAS AUGMENTED BY 40% SO THAT BETWEEN 1981 AND 1985 TOTAL FEDERAL EXPENDITURES ON SPACE WILL BE IN THE ORDER OF SOME \$500 MILLION.

- WE SPENT \$16.25 MILLION ON NEW TELIDON INITIATIVES.
- OUR SUPPORT TO THE MICRO-ELECTRONICS INDUSTRY HAS BEEN EXPANDED. BETWEEN NOW AND 1984, \$93 MILLION WILL PROVIDE SUPPORT FOR BOTH USERS AND PRODUCERS.

HOWEVER, AN ECONOMIC STRATEGY WHICH FOCUSES ON FINANCIAL INCENTIVES TO BUY NEW MACHINERY, BUILD NEW PLANTS AND MARKET PRODUCTS WILL NOT ACHIEVE ITS FULL POTENTIAL. WE ALSO RECOGNIZE THAT OUR ECONOMIC DEVELOPMENT HINGES VITALLY ON HAVING A HIGHLY SKILLED WORK FORCE WHO CAN MATCH THEIR ABILITIES AND CAPABILITIES TO THE EVOLVING JOB REQUIREMENTS OF OUR ECONOMY. JOHN KENNETH GALBRAITH ONCE NOTED THAT:

"PEOPLE ARE THE COMMON DENOMINATOR OF PROGRESS...
NO IMPROVEMENT IS POSSIBLE WITH UNIMPROVED PEOPLE
AND ADVANCE IS CERTAIN WHEN PEOPLE ARE LIBERATED AND
EDUCATED".

AS MANY OF YOU KNOW, A YEAR AGO WE INITIATED A BROAD-BASED THRUST INTO A NEW STRATEGY IN THE LABOUR MARKET. THROUGH THE ECONOMIC STORM CLOUDS, WE SAW THAT IT WAS IN LABOUR MARKET POLICY THAT WE HAD ROOM TO MANOEUVRE IN TERMS OF NEW INVESTMENTS IN THE SKILLS AND ABILITIES OF CANADIANS. WITHIN THAT AREA WAS THE CAPACITY TO INVEST IN A PROGRESSIVE GROWTH STRATEGY WITHOUT ADDING OR AGGRAVATING INFLATIONARY PRESSURES. IN FACT, THERE WAS THE UNUSUAL OPPORTUNITY TO SET THE STAGE FOR FUTURE NON-INFLATIONARY GROWTH SINCE SKILLED PEOPLE CAN INCREASE THE SUPPLY OF GOODS AVAILABLE AND SINCE ONE OF THE KEYS TO NON-INFLATIONARY GROWTH IS INCREASING THE PRODUCTIVITY OF OUR LABOUR FORCE. WE INSTRUCTED BOTH A

PARLIAMENTARY TASK FORCE AND MY DEPARTMENT'S LABOUR MARKET DEVELOPMENT TASK FORCE TO EXAMINE THE ISSUES AND UNDERTAKE EXTENSIVE CONSULTATIONS. AS A RESULT OF THEIR STUDIES, WE ARRIVED AT A HUMAN RESOURCES STRATEGY WHICH MELTS OUR SHORT AND MEDIUM TERM GOALS IN THE LABOUR MARKET. THE CORNERSTONE OF THE STRATEGY IS THE INTRODUCTION OF A NEW NATIONAL TRAINING PROGRAM IN CANADA.

WE NEEDED THIS NEW TRAINING SYSTEM TO MODERNIZE AND REVAMP THE ABILITY OF CANADIAN INDUSTRY TO TRAIN THE WORKERS THEY NEEDED AND TO PLACE OURSELVES IN THE FOREFRONT OF INDUSTRIAL NATIONS IN OFFERING A SKILLED WORK FORCE. HOWEVER, OUR FRAMEWORK FOR ACHIEVING THIS GOAL REQUIRED NUMEROUS CHANGES. OVER THE YEARS, CERTAIN RIGIDITIES HAD BEEN BUILT INTO THE SYSTEM. FOR EXAMPLE, SOME 30 PER CENT OF THE PEOPLE WE WERE TRAINING WERE BEING TRAINED FOR JOBS WHICH NO LONGER EXISTED. AT THE SAME TIME, BUSINESS PEOPLE WERE LITERALLY LINING UP OUTSIDE MY DOOR ASKING FOR PERMISSION TO IMPORT WORKERS BECAUSE WE LACKED THE SKILLED CANADIANS TO SATISFY THEIR NEEDS. THEY WERE TELLING ME THAT THINGS DIDN'T LOOK MUCH BETTER FOR THE FUTURE, THAT MANY OF THE SKILLED PEOPLE ON THE JOB WERE APPROACHING RETIREMENT AND THERE SIMPLY WEREN'T ENOUGH PEOPLE IN THE TRAINING SYSTEM TO REPLACE THEM AND KEEP UP WITH PROJECTED EXPANSION IN DEMAND FOR NEW WORKERS.

OUR NEW TRAINING PROGRAM TACKLES THIS DILEMMA AND AS WELL PROVIDES THE CAPACITY FOR WORKERS TO ADJUST TO TECHNOLOGICAL CHANGES WITHIN THEIR OWN INDUSTRY SO THAT THEY DO NOT LOSE THEIR JOBS WHEN A NEW TECHNOLOGY IS INTRODUCED BUT HAVE THE CHANGE TO RECYCLE THROUGH UPGRADING AND RETRAINING.

WE ANNOUNCED THAT NEW TRAINING PROGRAM IN JANUARY AND TO DATE WE HAVE ADDED \$220 MILLION TO OUR BUDGET, A 15 PERCENT INCREASE WHICH BRINGS OUR TOTAL COMMITMENT TO MORE THAN \$1 BILLION. SOME 250,000 PEOPLE WILL BENEFIT DIRECTLY FROM OUR TRAINING PROGRAMS NEXT YEAR. IF YOU ADD THE PEOPLE WHO ARE TAKING PART-TIME TRAINING, THE FIGURE WILL BE CLOSER TO 350,000.

THE NEW TRAINING PROGRAM EMBODIES SEVERAL KEY ELEMENTS. THE FIRST IS THE DEVELOPMENT OF A NEW OCCUPATIONAL PROJECTION SYSTEM WHICH WILL GIVE US A FAR MORE ACCURATE AND DEPENDABLE PICTURE OF THE WORK PLACE - WHO IS ENTERING, WHERE THE SHORTFALLS ARE, WHERE DO WE SUPPLY THE SKILLS.

THE NEED FOR THIS NEW SYSTEM EMERGED FROM THE WORK DONE BY MY OWN TASK FORCE ON LABOUR MARKET DEVELOPMENT IN THE EIGHTIES. ONE OF THE FIRST JOBS OF THE TASK FORCE WAS TO SKETCH IN THE CONTOURS OF THE LABOUR MARKET LANDSCAPE OF THE FUTURE. THE FINDING WAS CLEAR AND COMPELLING: "THE FUTURE IS NOT WHAT IS USED TO BE". THE LABOUR FORCE OF THE FUTURE WILL NOT RESEMBLE THE LABOUR FORCE OF THE PAST.

ONE OF THE MAJOR CHANGES WILL BE A SLOWDOWN IN LABOUR FORCE GROWTH. WE HAVE JUST COME OUT OF A DECADE - THE SEVENTIES - WHERE LABOUR FORCE GROWTH OF UP TO 3.5 PER CENT PER YEAR WAS EXPERIENCED. IN THIS DECADE, IT WILL SLOW TO AROUND 2 PER CENT PER YEAR. THE SLOWDOWN RESULTS FROM THE DECLINE OF THE YOUTH POPULATION IN THE LABOUR FORCE.

IN CONTRAST, THE PARTICIPATION RATE OF ADULT WOMEN IS EXPECTED TO INCREASE SO THAT ALMOST 70 PER CENT OF LABOUR FORCE GROWTH WILL STEM FROM INCREASES IN THE NUMBER OF ADULT WOMEN. HERE IN THE WEST, THE NATIVE LABOUR FORCE WILL GROW RAPIDLY WITH NATIVE PEOPLE MAKING MORE THAN 20 PER CENT OF LABOUR FORCE GROWTH IN MANITOBA AND SASKATCHEWAN: ONE OUT OF EVERY FIVE ENTRANTS. IN CITIES LIKE WINNIPEG AND REGINA, THE FIGURES MIGHT BE CLOSER TO ONE OUT OF EVERY THREE ENTRANTS TO THE LABOUR FORCE.

THESE CHANGES CALL FOR A NEW SYSTEM, ONE USING THE NEW TECHNOLOGY NOW AVAILABLE, WHICH MELTS INFORMATION FROM FEDERAL AND PROVINCIAL GOVERNMENTS, THE EDUCATIONAL SYSTEM AND THE PRIVATE SECTOR TO GIVE US A GOOD, COMPREHENSIVE OVERVIEW OF THE LABOUR MARKET. AT THE SAME TIME, IT CALLS FOR ONE WHICH IDENTIFIES THE SPECIFIC PRESSURE POINTS WE NEED TO UNDERSTAND TO BE ABLE TO TARGET OUR SCARCE RESOURCES TO THE AREAS OF GREATEST NEED.

THE PLANNING SYSTEM WILL GIVE US THE ABILITY TO REACH FURTHER BACK INTO THE EDUCATIONAL SYSTEM SO WE CAN PROVIDE TEACHERS AND STUDENTS WITH ACCURATE, UP-TO-DATE INFORMATION ON THE JOB OPPORTUNITIES AVAILABLE AND LIKELY TO BE AVAILABLE.

THE IMPORTANCE OF DOING THIS WAS ANOTHER THING THAT EMERGED FROM OUR TASK FORCE STUDIES. ALL OF YOU ARE AWARE OF THE MAJOR ADJUSTMENTS IN THE DEMAND FOR LABOUR OCCURRING RIGHT NOW. WELL, WE ARE GOING TO SEE EVEN DEEPER ADJUSTMENTS REQUIRED IN FUTURE YEARS BOTH IN TERMS OF WHICH INDUSTRIES WILL BE PROVIDING NEW JOBS AND THE NATURE OF SKILLS NEEDED IN THOSE JOBS. FOR EXAMPLE, THE SERVICE SECTOR WILL CONTINUE TO PROVIDE THE LARGEST PROPORTION OF THE NEW JOBS BUT GROWTH WILL NO LONGER BE CENTRED IN THE HEALTH AND EDUCATION FIELDS AS IN THE PAST BUT IN THE BUSINESS AND COMPUTER RELATED SERVICES. THIS WILL SIGNIFICANTLY CHANGE THE TYPES AND LEVELS OF SKILLS REQUIRED. THE MANUFACTURING SECTOR, AS WELL, WILL UNDERGO A SIMILAR CHANGE AS INDUSTRIES CONVERT TO CAD/CAM.

SO WE WILL NEED A NEW PLANNING AND INFORMATION SYSTEM TO HELP STIMULATE AN INTEREST IN JOBS THAT KIDS NOW IN SCHOOL MAY NEVER HAVE CONSIDERED. A FURTHER BENEFIT IS THAT A GOOD SYSTEM FOR DESCRIBING OCCUPATIONAL DEMAND CAN BE A TOOL IN ERASING THAT SECOND CLASS STIGMA WHICH HAS BEEN ATTACHED TO VOCATIONAL TRAINING IN CANADA: A NEW FORECASTING SYSTEM IS A SIGNAL THAT VOCATIONAL TRAINING IS A FIRST-CLASS PRIORITY AND A FIRST-CLASS OCCUPATION OF THIS GOVERNMENT.

TIED IN CLOSELY WITH THE NEW INTELLIGENCE GATHERING SYSTEM IS THE NEED TO DESIGNATE PRIORITY OCCUPATIONS - SKILL AREAS CRUCIAL TO OUR NATIONAL PROSPERITY. ON THIS POINT, I HAVE HAD TO BE FIRM WITH MY PROVINCIAL COUNTERPARTS RESPONSIBLE FOR TRAINING, INFORMING THEM THAT THE FEDERAL GOVERNMENT WANTS TO CONCENTRATE ITS TRAINING INVESTMENT IN AREAS WHERE THERE IS REAL AND CONTINUING DEMAND. TO THAT END, WE WILL DESIGNATE NATIONAL AND REGIONAL PRIORITY OCCUPATIONS AND PROVIDE SUBSTANTIAL FINANCIAL INCENTIVES TO INDUSTRY TO UNDERTAKE TRAINING IN THOSE AREAS.

A THIRD ELEMENT IN OUR PROGRAM RECOGNIZES THAT MANY OF OUR TRAINING CENTRES HAVE BEEN OUTDATED OWING TO QUANTUM LEAPS IN TECHNOLOGY. TO ALLEVIATE THIS PROGRAM, WE HAVE CREATED WHAT I CALL THE SKILLS GROWTH FUND. OVER THE NEXT TWO YEARS, WE WILL SPEND ABOUT \$108 MILLION TO MODERNIZE AND BUILD TRAINING FACILITIES ACROSS THE COUNTRY. WE WILL PAY FOR THE CURRICULUM, THE EQUIPMENT AND THE LABORATORIES TO ESTABLISH THE REQUIRED CENTRES TO TRAIN CANADIANS IN THE SKILLS THEY NEED. I THINK THIS KIND OF ACTIVITY IS ESSENTIAL IF WE WANT A TRAINING SYSTEM FLEXIBLE AND RESPONSIVE ENOUGH TO FIT WITH RAPID CHANGE. IT IS A CHANGE I SEE BEING IMPLEMENTED IN CLOSE CONSULTATION WITH GROUPS LIKE YOURS.

YOUR TECHNOLOGY IS MAKING IT INCREASINGLY EASIER TO DEVELOP FLEXIBLE TRAINING PACKAGES TO MEET SPECIFIC NEEDS. IN THE EMPLOYMENT SERVICES AREA OF MY DEPARTMENT, WE ARE USING COMPUTERS AND TELIDON TECHNOLOGY TO PROVIDE BOTH EMPLOYER AND WORKER WITH ACCURATE, FAST UP-TO-DATE INFORMATION ON THE JOB MARKET. I CAN SEE THE DAY WHEN OUR EMPLOYMENT SERVICE EXTENDS INTO THE OFFICES OF MAJOR CANADIAN EMPLOYERS, INTO SHOPPING PLAZAS AND COMMUNITY CENTRES, INTO PEOPLE'S HOMES.

ONE DEVELOPMENT IN THE TRAINING SYSTEM I AM TAKING AN ACTIVE INTEREST IN IS THE POSSIBILITY FOR USING COMPUTER ASSISTED LEARNING MODULES. THE NATIONAL RESEARCH COUNCIL HAS ALREADY DEVELOPED A SERIES OF CAL PACKAGES THAT HAVE BEEN USED MOST SUCCESSFULLY BY OUR ARMED FORCES. THE FLEXIBILITY OF CAL PRESENTS TREMENDOUS OPPORTUNITIES WITHIN OUR TRAINING SYSTEM BOTH IN INDUSTRY AND IN THE INSTITUTIONS. FOR EXAMPLE, IT WOULD HELP TO EASE THE PROBLEM OF FINDING QUALIFIED TEACHERS, ESPECIALLY IN THE HIGH TECH AREA AND IT CAN BE PROGRAMMED TO MEET THE INDIVIDUAL NEEDS OF A TRAINEE.

IT IS ALSO PART OF OUR STRATEGY TO BROADEN THE ACCESS TO EMPLOYMENT FOR GROUPS WITH SPECIAL PROBLEMS IN THE LABOUR MARKET - NATIVE PEOPLE, WOMEN, THE HANDICAPPED - THOSE PEOPLE WHO ARE TRADITIONALLY LEFT ON THE MARGINS OF THE WORK PLACE REGARDLESS OF THE STATE OF THE ECONOMY. THIS MUST BE ACCOMPLISHED TO ENSURE A PROPER SUPPLY BUT, MORE IMPORTANTLY, FOR THE FUNDAMENTAL REASONS OF EQUITY AND EQUALITY. HANDICAPPED PEOPLE ARE OFTEN TREATED LIKE SECOND CLASS CITIZENS IN THE WORK WORLD.

WOMEN HAVE TRADITIONALLY BEEN LIMITED TO A NARROW RANGE OF OCCUPATIONS BUT THEIR INCREASING PARTICIPATION IN THE LABOUR MARKET NECESSITATES SUBSTANTIAL CHANGES. AT PRESENT, WOMEN OCCUPY MOST OF THE CLERICAL JOBS IN THE OFFICE ENVIRONMENT BUT INFORMATION TECHNOLOGY WILL PLACE MANY OF THESE JOBS IN JEOPARDY. I INITIATED A STUDY ON WOMEN AND THE CHIP WHICH DEPICTS THE EXTENT OF THE IMPACT - NOT ONLY MAY THEY BE DISPLACED BUT IN MOST CASES THEY WILL NOT BE TRANSFERRED TO THE RANKS OF THOSE WHO CONTROL AND MONITOR THE WORK OF THE MACHINES. WE MUST TAKE STEPS TO REDUCE THEIR VULNERABILITY. OVER THE PAST THREE YEARS, WE HAVE BEEN TRAINING WOMEN IN NON-TRADITIONAL OCCUPATIONS AND THE STEADY EXPANSION OF DEMAND FOR THE PROGRAM ILLUSTRATES THAT BARRIERS CAN BE EFFECTIVELY REMOVED.

THE NEW TRAINING PROGRAM WILL PROVIDE INCENTIVES TO INDUSTRY TO INCLUDE MORE WOMEN AND GROUPS FACING SPECIAL PROBLEMS IN GETTING THE PROPER SKILLS. IT IS ONE MECHANISM WHICH WILL HELP OPEN THE DOOR AND GIVE THEM A SHOT AT THE JOBS OF THE FUTURE.

LET ME GIVE YOU AN EXAMPLE FROM MY OWN EXPERIENCE. LAST SUMMER, I TOURED A UNIQUE SYSTEM FOR SKILLS TRAINING WHICH WAS DEVELOPED IN NEW YORK TO TRAIN BLACK YOUTH IN HARLEM. WITH THE ASSISTANCE OF TWO COMPUTER COMPANIES, THESE YOUNG PEOPLE WERE GIVEN THE CHANGE TO ACQUIRE MARKETABLE SKILLS IN THE COMPUTER FIELD.

AS A RESULT OF WHAT I SAW IN NEW YORK, I AM NOW WORKING ON THE DEVELOPMENT OF A SIMILAR PILOT PROGRAM IN WINNIPEG. MY DEPARTMENT, IN PARTNERSHIP WITH A COMPUTER FIRM, IS LOOKING AT A PROGRAM TO TRAIN PEOPLE FROM THE SOCIALLY DISADVANTAGED AREAS OF THE CITY CORE AS PROGRAMMERS. THE POOL OF LABOUR WHICH WE WILL DRAW UPON INCLUDES NATIVE PEOPLE, WORKERS WHOSE SKILLS HAVE BEEN OBSOLESCEANT AND NEED RETRAINING, AND THE HARD-CORE UNEMPLOYED.

TO REVIEW QUICKLY, THOSE ARE THE KEYS TO OUR TRAINING PROGRAM - BETTER INFORMATION AND PLANNING, THE DESIGNATION OF PRIORITY OCCUPATIONS, THE TARGETTING OF FUNDS TO MODERNIZE THE SYSTEM AND THE MORE EFFICIENT AND EQUITABLE USE OF OUR LABOUR FORCE TO INCLUDE ALL CANADIANS.

THIS INVESTMENT IN THE SKILLS AND ABILITIES OF ALL CANADIANS WILL NOT BE WASTED. IN MANY INDUSTRIES, IT WILL ALLOW US TO TAKE A LEADING EDGE IN NEW MARKETS, TO ENHANCE OUR PRODUCTIVITY AND TO COME TO GRIPS WITH INTERNATIONAL COMPETITION. IF WE DON'T MOVE FORWARD WITH THIS TRAINING SYSTEM NOW, WE WILL BE PLAYING CATCH-UP IN THE VERY TOUGH RACE OF THE VOLATILE INTERNATIONAL MARKET PLACE.

I REALIZE THAT OUR TRAINING PROGRAMS DO NOT ADDRESS THE PARTICULAR NEED WITHIN YOUR INDUSTRY FOR MORE HIGHLY QUALIFIED PEOPLE WHO CAN TEACH OR UNDERTAKE R & D ACTIVITIES AT THE UNIVERSITY LEVEL. A SHORTAGE OF EXPERTISE AT THAT LEVEL RESULTS IN EMPLOYMENT BLOCKAGES WHICH FILTER DOWN TO ALL AREAS OF THE HIGH TECH INDUSTRY. TO FAIL TO RESPOND RUNS THE RISK OF "KILLING THE GOOSE THAT LAYS THE GOLDEN EGGS".

OVER THE PAST YEAR, NATURAL SCIENCES AND ENGINEERING RESEARCH COUNCIL FUNDING HAS INCREASED BY 20 PER CENT. TRAINING OF NEW RESEARCHERS IS A TOP PRIORITY OF THE COUNCIL. ITS FUNDING OF HIGHLY QUALIFIED MANPOWER PROGRAMS HAS INCREASED THREE-FOLD SINCE 1979-80. THESE PROGRAMS, WHICH ARE DEVELOPED IN CONSULTATION WITH MY DEPARTMENT, ARE UNIQUE AND SERVE WHERE AT ALL POSSIBLE TO COMPLEMENT OTHER TRAINING ACTIVITIES.

THE COUNCIL'S RESEARCH BUDGET IN THE AREA OF COMPUTING AND INFORMATION SCIENCES HAS BEEN GROWING STEADILY AND I UNDERSTAND THAT TOMORROW MR. MACNABB WILL BE PROVIDING YOU WITH MORE SPECIFIC DETAILS AS TO THE EXTENT AND SCOPE OF NSERC'S INVOLVEMENT IN POST-GRADUATE TRAINING.

HOWEVER, THE FEDERAL GOVERNMENT'S PRIMARY MANDATE IS TO PROVIDE VOCATIONAL TRAINING AND RETRAINING OPPORTUNITIES FOR OUR WORK FORCE IN RESPONSE TO THE PERCEIVED NEEDS OF THE LABOUR MARKET. AT THE SAME TIME, WE ALSO RECOGNIZE AND SUPPORT THE CORE ROLE OF THE UNIVERSITIES IN THE EDUCATIONAL FIELD. I FULLY ACCEPT, AS DO MY CABINET COLLEAGUES, THAT THE UNIVERSITIES MUST BE FREE TO PURSUE GOALS OF THEIR OWN CHOOSING AND THAT ACADEMIC FREEDOMS MUST BE PROTECTED VIGOROUSLY.

YET WHEN WE SPEAK OF SKILL REQUIREMENTS AND DEVELOPMENT AT THIS HIGH LEVEL, THERE IS OFTEN A VERY FINE, AND OFTEN OBTUSE, DISTINCTION BETWEEN WHAT SHOULD BE LABELLED AS BELONGING WITHIN THE CONFINES OF A TRAINING SYSTEM OR WITHIN THE EDUCATIONAL FIELD.

IN 1981, THE FEDERAL GOVERNMENT CONTRIBUTED \$3.4 BILLION TO POST-SECONDARY INSTITUTIONS IN TERMS OF GENERAL SUPPORT. AS YOU ARE AWARE, WE HAVE NO CONTROL OVER THE ALLOCATIONS OF THOSE FUNDS. THE FEDERAL GOVERNMENT IS CONCERNED THAT THE PRESENT FINANCING MECHANISM IS NOT THE BEST METHOD OF PROVIDING THE NEEDED SUPPORT AND OF ENSURING THE ACHIEVEMENT OF NATIONAL OBJECTIVES. WE ARE SEEKING TO HAVE SOME SAY IN THE DEFINITION OF OBJECTIVES FOR OUR POST-SECONDARY SYSTEM.

MY RESPONSIBILITIES AS MINISTER OF EMPLOYMENT OFTEN PUTS ME INTO A VERY TOUGH DEBATE WITH THE ACADEMIC COMMUNITY. THE HALCYON DAYS OF THE SIXTIES AND EARLY SEVENTIES WHEN THERE WAS PLENTY OF MONEY TO EXPAND OUR POST-SECONDARY INSTITUTIONS IS GONE AND IN THE CURRENT ERA OF RESTRAINT THERE IS A FEELING AT THE UNIVERSITIES THAT THEY'RE IN A ZERO SUM GAME. SO MY MESSAGE THAT THE UNIVERSITIES NEED TO PLAY A GREATER ROLE IN PROVIDING HIGHLY SKILLED PEOPLE FOR INDUSTRY, RESEARCH AND INDEED, OTHER TRAINING INSTITUTIONS IS GREETED WITH SOME COOLNESS.

I CAN ASSURE YOU THAT MY GOAL OF INCREASING THE NUMBER OF HIGHLY QUALIFIED PROFESSIONALS WE TRAIN HERE IN CANADA IS NOT AN ATTEMPT TO SUBVERT THE POST-SECONDARY EDUCATION SYSTEM. RATHER, MY HOPE IS THAT THE FEDERAL GOVERNMENT, PROVINCIAL GOVERNMENTS AND POST-SECONDARY INSTITUTIONS COULD JOIN TOGETHER IN A COMMON COURSE TO ACCOMPLISH GOALS THAT ALL OF US HOLD. SUGGESTIONS ABOUT NEW WAYS OF DOING THINGS DOES NOT ALWAYS HAVE TO RAISE THE PROSPECT OF A ZERO SUM GAME.

OVER THE NEXT TWO YEARS, THE FEDERAL AND PROVINCIAL GOVERNMENTS WILL BE SEEKING TO DEFINE NEW RELATIONSHIPS IN SUPPORT OF POST-SECONDARY EDUCATION. WE WILL BE DOING THIS IN CONSULTATION WITH THE UNIVERSITIES AND COLLEGES, WITH BUSINESS AND STUDENT ORGANIZATIONS. MY APPEAL TO YOU IS THAT YOUR ORGANIZATION CAN PLAY A CONSTRUCTIVE AND IMPORTANT ROLE IN THIS DIALOGUE. I HOPE YOU WILL TAKE UP THE OPPORTUNITY.

CHANGES AT THE POST-SECONDARY LEVEL ARE IMPORTANT AND AN INCREASE IN FEDERAL SUPPORT FOR THE DEVELOPMENT OF SCIENTISTS, TEACHERS AND RESEARCH PROFESSIONALS IS A KEY REQUIREMENT. CANADA'S ECONOMIC SUCCESS DEPENDS, TO A SIGNIFICANT DEGREE, ON THE TRAINING UNDERTAKEN AT THIS LEVEL.

HOWEVER, AS THIS NEW RESPONSE IS DEVELOPED, WE DO HAVE A TRAINING STRATEGY WHICH IS ALREADY BEING IMPLEMENTED. I HOPE THAT IN MY REMARKS TODAY I HAVE BEEN ABLE TO CONVEY THE IDEA THAT OUR NEW INITIATIVES ADDRESS THE CORE RELATIONSHIP BETWEEN TRAINING AND TECHNOLOGY AND THAT WE ARE WORKING VERY MUCH WITHIN A LARGER ECONOMIC DEVELOPMENT STRATEGY.

I LEAVE YOU WITH THE INVITATION TO CONTINUE THE DIALOGUE WITH THE FEDERAL GOVERNMENT IN RECOGNITION THAT NECESSARY CHANGES CAN BEST PROCEED IN CONSULTATION AND WITH YOUR FULL AND OPEN COOPERATION.

THANK YOU.



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NOTES FOR AN ADDRESS

BY THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION

TO THE 1982

CANADIAN VOCATIONAL ASSOCIATION/

ASSOCIATION OF CANADIAN COMMUNITY COLLEGES

CONFERENCE

JUNE 3RD, 1982

TORONTO, ONTARIO

PLEASE CHECK AGAINST DELIVERY

Canada

WE'RE HERE TODAY TO TALK ABOUT THE CRITICAL RELATIONSHIP BETWEEN WORK AND TRAINING. IT'S INCREASINGLY CLEAR THAT TO TALK ABOUT ONE WITHOUT THE OTHER IS FRUITLESS BECAUSE BOTH TAKE THEIR MEANING AND MEASURE FROM EACH OTHER. BOTH ACTIVITIES ARE IN A STATE OF TRANSITION WITH EQUAL ELEMENTS OF UNCERTAINTY AND OPPORTUNITY. BOTH ACTIVITIES ARE A SOURCE OF CONCERN BECAUSE THE DIRECTION AND INTENSITY OF THE FORCES SHAPING WORK AND TRAINING ARE UNCERTAIN.

I HAVE TWO MAJOR CONCERNS ABOUT WORK WHICH LEAD TO A HOST OF CONCERNS ABOUT TRAINING. FIRST, I AM CONCERNED THAT THERE IS NOT ENOUGH WORK TO GO AROUND. THIS IS NOT SIMPLY A PASSING OR A SHORT TERM CONCERN. THERE ARE LEGITIMATE AND EVEN PROFOUND QUESTIONS ABOUT THE FUTURE OF WORK IN OUR SOCIETY. TECHNOLOGICAL CHANGE AND THE DEVELOPMENT OF THE WORLD ECONOMY HAVE ALWAYS LED TO MORE AND BETTER JOBS HERE IN CANADA IN PAST DECADES. BUT NOW, IN THE FACE OF WHAT MANY ARE CALLING A TECHNOLOGICAL REVOLUTION, AS WE MOVE INTO THE INFORMATION SOCIETY, AND WITH OTHER POWERFUL ECONOMIC FORCES SURGING THROUGH OUR INTERDEPENDANT WORLD, WE MUST BE PARTICULARLY RESOURCEFUL IN ENSURING THERE IS ENOUGH WORK FOR THOSE WHO WANT TO WORK.

MY SECOND CONCERN IS THAT THE NATURE OF WORK IS CHANGING. THERE IS ABSOLUTELY NO QUESTION THAT WE ARE SEEING SOME RADICAL SHIFTS IN THE KINDS OF JOBS AND THE LOCATION OF JOBS. THE ONLY QUESTIONS INVOLVE THE PACE OF CHANGE, OUR ABILITY TO ANTICIPATE CHANGE AND THE CAPACITY OF OUR POLICIES AND INSTITUTIONS TO RESPOND.

THESE ARE VITAL QUESTIONS; THE FUTURE HEALTH OF THE CANADIAN ECONOMY DEPENDS ON HOW WELL WE ANSWER THEM. THE NEW WORK THAT IS OPENING UP AND THE NEW SKILLS THAT WILL BE REQUIRED ARE ON THE PRODUCTIVITY FRONTIER. THEY ARE THE OPPORTUNITY AREAS AND IF WE ARE SLOW TO RESPOND TO THEM WE CONSIGN OUR ECONOMY TO SECOND RATE PERFORMANCE AND OUR PEOPLE TO FRUSTRATION.

THE OTHER SIDE OF THE COIN IS THE MAJOR CHALLENGE OF SKILLS OBSOLESCENCE. NEW TECHNOLOGY REQUIRES NEW SKILLS, BUT AT THE SAME TIME IT PUSHES EXISTING SKILLS TO THE SIDELINES. SO AS SOME OF OUR TRADITIONAL OCCUPATIONS FADE IN IMPORTANCE WE NEED TO USE ALL THE CREATIVITY AND RESOURCEFULNESS AT OUR COMMAND TO BUILD BRIDGES FROM THE SHRINKING TO THE EXPANDING OCCUPATIONS.

A MASSIVE EFFORT TO RESPOND TO THE NEW SKILL NEEDS CREATED BY NEW WORK IS VITAL TO CANADA'S ECONOMIC HEALTH IN A FIERCELY COMPETITIVE WORLD ECONOMY. THIS WAS BROUGHT HOME TO ME IN FEBRUARY WHEN I ATTENDED A MEETING OF MINISTERS OF EMPLOYMENT AND LABOUR OF THE 25 OECD COUNTRIES. THERE WAS BROAD AGREEMENT AT THE MEETING THAT INVESTMENTS IN PEOPLE'S SKILLS AND PRODUCTIVITY WERE ONE WAY TO CREATE THE BASE FOR NON-INFLATIONARY GROWTH IN THE FUTURE.

BUT IT'S FAR MORE THAN AN ECONOMIC QUESTION AND TO FRAME OUR APPROACH OR RATIONALE PURELY IN ECONOMIC TERMS WOULD BE TO OVERLOOK THE IMPORTANT HUMAN DIMENSION. IN OUR SOCIETY WORK IS INTIMATELY BOUND UP WITH A PERSON'S

IDENTITY. THE POSSESSION OF A SET OF SKILLS, THEREFORE, IS THE MEANS TO DEFINE OUR IDENTITY THROUGH WORK. SO THAT IS WHY THE ROLE OF EDUCATION AND TRAINING BECOMES SO CRUCIAL. IT IS THE KEY TO MEETING THE DEMANDS OF THE NEW WORLD OF WORK.

A COMMITMENT TO TRAINING

THE PACE AND SCOPE OF CHANGE MEANS THAT WE MUST COMMIT OURSELVES TO SOME NEW GOALS FOR TRAINING. WE MUST DO MUCH MORE TRAINING; WE MUST DO MUCH BETTER TRAINING AND WE MUST OPEN UP OUR TRAINING SYSTEM TO A HOST OF INNOVATIONS AND CREATIVE FORCES.

WELL I'M HERE TO GIVE YOU A VERY CLEAR AND VERY POSITIVE MESSAGE. MY GOVERNMENT IS COMMITTED TO THOSE GOALS AND IT IS GOING TO DELIVER ON THOSE GOALS. WE'RE GOING TO INCREASE OUR SPENDING TO SEE THAT MORE EFFECTIVE TRAINING IS DONE. AND WE'RE GOING TO PLAY AN ACTIVIST, SUPPORTIVE, LEADERSHIP ROLE TO SPUR INNOVATIVE TRAINING. IN SHORT, MY GOVERNMENT IS COMMITTED TO A FIRST CLASS TRAINING SYSTEM IN CANADA AS A FIRST CLASS PRIORITY AND A FIRST CLASS OCCUPATION.

WE'RE MAKING THIS COMMITMENT BASED ON EXTENSIVE STUDIES, CONSULTATION AND NEGOTIATION. I'M NOT ALONE IN MY CONCERNS ABOUT WORK AND TRAINING IN CANADA. WHEN WARREN ALLMAND TOOK HIS PARLIAMENTARY TASK FORCE ACROSS THE

COUNTRY, HE HEARD CONCERNS FROM SCORES OF BUSINESS, LABOUR, EDUCATIONAL AND STUDENT GROUPS. WHEN MY OWN DEPARTMENTAL TASK FORCE ON EMPLOYMENT IN THE EIGHTIES MET WITH MORE THAN 150 GROUPS WE KEPT HEARING THE SAME MESSAGE: CANADA'S TRAINING SYSTEM NEEDS NEW RESOURCES AND NEW SUPPORT TO ENABLE IT TO KEEP PACE WITH THE WORK WORLD OF THE FUTURE. WE HAD TO FIND WAYS TO PHASE DOWN IRRELEVANT PROGRAMS, DEVELOP NEW CURRICULUM AND CHOOSE PRIORITIES.

AND WHEN I VISIT HIGH SCHOOLS IN MY OWN RIDING, I AGAIN HEAR THE SAME MESSAGE. YOUNG PEOPLE WANT AND EXPECT HIGHER EDUCATION TO GIVE THEM LEVERAGE IN THE JOB MARKET. ONE OF MY DEPARTMENT'S RECENT SURVEYS REVEALED THAT 70 PERCENT OF THOSE WHO INTEND TO PURSUE FULL-TIME POST SECONDARY EDUCATION ARE STRONGLY ORIENTED TOWARD PROGRAMS WHICH PROVIDE TRAINING FOR A SPECIFIC JOB. THE SURVEY INDICATES THAT AMONG YOUNG PEOPLE THE WORK ETHIC IS ALIVE AND WELL AND IS REFLECTED IN THE STRONG DESIRE FOR CAREER ORIENTED TRAINING. AND THAT'S PRECISELY THE WAY I SEE US MOVING.

WE HEARD THESE VIEWS AS WE TRIED TO DESIGN A NEW APPROACH TO TRAINING. WE DIDN'T SET OFF ON AN ARBITRARY COURSE AND WE WEREN'T GUIDED BY AND AD HOC APPROACH. BASED ON OUR ANALYSIS AND CONSULTATION, WE ANNOUNCED THE OUTLINE OF A NEW TRAINING PROGRAM AT A FEDERAL-PROVINCIAL CONFERENCE ON TRAINING LAST JANUARY. AND NOW WE HAVE A NEW NATIONAL TRAINING BILL - C-115 - IN PARLIAMENT. THAT BILL IS A NEW FRAMEWORK FOR CO-OPERATION IN THE AREA OF TRAINING.

THE NEW NATIONAL TRAINING PROGRAM WILL ENABLE THE FEDERAL GOVERNMENT TO SPEND NEW MONEY, IN NEW AND MORE EFFECTIVE WAYS ON THE TRAINING THAT CONCERNS US ALL.

THERE ARE FOUR MAJOR ELEMENTS OF THE NEW TRAINING PROGRAM WHICH WILL BE OF SPECIFIC INTEREST TO YOU. EACH ONE SETS THE GROUNDWORK FOR NEW WAYS OF BRINGING TRAINING MORE CLOSELY INTO ALIGNMENT WITH WORK AND WITH PEOPLE IN THE LABOUR FORCE OF THE EIGHTIES.

PLANNING

THE FIRST ELEMENT (AND ONE WHICH PROVIDES A KIND OF STEERING MECHANISM FOR SOME OF THE OTHER ELEMENTS) IS A NEW CANADIAN OCCUPATIONAL PROJECTION SYSTEM, COPS FOR SHORT, WHICH WILL PROVIDE US WITH A MUCH MORE ACCURATE PICTURE OF THE LABOUR MARKET - WHO IS ENTERING, WHAT SKILLS ARE IN DEMAND AND WHERE THE JOBS ARE.

AT PRESENT, INFORMATION ON THE PROSPECTS FOR LABOUR DEMAND AND SUPPLY IS COLLECTED AND ANALYSED BY A MULTITUDE OF INSTITUTIONS BOTH IN THE PUBLIC AND PRIVATE SECTOR. MY DEPARTMENT HAS ITS OWN PROJECTION SYSTEM ALTHOUGH OUR CONSULTATIONS INDICATE THAT IN ITS PRESENT FORM IT IS NOT WIDELY USED OR ACCEPTED. WHAT WE HAVE HEARD, THOUGH, IS THAT THE TIME HAS COME TO ABANDON OUR

BLACK MAGIC PRACTICES OF CONJURING UP LABOUR MARKET SCENARIOS AND TO MAKE USE OF NEW TECHNOLOGY AND NEW FORMS OF CO-OPERATION. OUR PLAN FOR COPS WAS NOT DEVELOPED SINGLE-HANDEDLY AT THE FEDERAL LEVEL, BUT EVOLVED THROUGH A SERIES OF BROAD-BASED CONSULTATIONS WITH PROVINCIAL OFFICIALS AND BUSINESS AND LABOUR GROUPS.

A VERY IMPORTANT SPINOFF OF THE NEW SYSTEM IS IT'S POSSIBLE USE AS A GUIDANCE TOOL WITHIN THE EDUCATION SYSTEM. WE WILL BE ABLE TO REACH FURTHER BACK INTO THE SYSTEM, TO THE SECONDARY LEVEL, AND PROVIDE STUDENTS, TEACHERS AND GUIDANCE COUNSELLORS WITH SOLID INFORMATION ON JOB OPPORTUNITIES AVAILABLE. ONE OF THE FINDINGS OF MY DEPARTMENT'S SURVEY OF YOUTH ATTITUDES TOWARD CAREERS AND TRAINING WAS THAT YOUNG PEOPLE DESPERATELY NEED INFORMATION ABOUT CAREER OPPORTUNITIES BEFORE THEY ARE 17. AFTER THAT AGE, MOST OF THEM HAVE ALREADY CHARTED A COURSE. COUNTRIES LIKE GERMANY, JAPAN AND SWEDEN HAVE MUCH TO TEACH US IN THE PACKAGING OF INFORMATION, GUIDANCE, INDUCTION AND FOLLOW-UP ACTIVITIES TO SMOOTH THE TRANSITIONS BETWEEN SCHOOL AND COLLEGE AND SCHOOL AND WORK. SO WE NEED TO USE THIS NEW PROJECTION SYSTEM TO STIMULATE INTEREST IN CAREER PATHS WHICH STUDENTS MAY NEVER HAVE CONSIDERED. FOR TOO LONG OUR SOCIETY HAS VENERATED A UNIVERSITY EDUCATION AND THE VOCATIONAL EDUCATION SYSTEM HAS ALWAYS LIVED IN ITS SHADOW. I THINK A DEPENDABLE FORECASTING SYSTEM IS ONE WAY TO RIGHT THE BALANCE.

THERE ARE THOSE WHO EXPRESS RESERVATIONS ABOUT OUR ABILITY TO PREDICT

OCCUPATIONAL REQUIREMENTS IN THE FUTURE. BUT WE REALLY HAVE NO ALTERNATIVE EXCEPT TO MAKE OUR BEST EFFORT. A FAILURE TO DEFINE OUR NEEDS AND PRIORITIES AS ACCURATELY AS POSSIBLE WILL NOT ONLY RESULT IN WASTED RESOURCES BUT ALSO IN BITTER PEOPLE WHO CANNOT FULFIL THEIR EXPECTATIONS ABOUT TRAINING BECAUSE IT PUTS THEM INTO A CUL-DE-SAC: NO JOB AT THE END OF THE TRAINING PROGRAM.

PRIORITY OCCUPATIONS

TIED IN CLOSELY WITH THE NEW FORECASTING SYSTEM IS THE NEED TO IDENTIFY PRIORITY OCCUPATIONS - SKILL AREAS CRUCIAL TO ECONOMIC DEVELOPMENT WHERE SKILL BOTTLENECKS MAY DEVELOP. AT PRESENT, OUR TRAINING PROGRAM LACKS PROPER CHANNELLING, WHEREBY A PERSON UNDERTAKING A COURSE HAS A GOOD ASSURANCE OF A JOB UPON COMPLETION. WE FOUND THAT A SUBSTANTIAL NUMBER OF PEOPLE - UP TO 30 PERCENT IN SOME REGIONS - WERE IN FEDERALLY FUNDED TRAINING PROGRAMS BEING TRAINED FOR JOBS THAT ARE JUST NOT AVAILABLE. THEY'RE BEING TRAINED IN JOB SURPLUS OCCUPATIONS. WE ARE NO LONGER WILLING TO SUPPORT THIS IRRATIONAL SITUATION. WE WANT TO ENSURE THAT THERE IS A LINK BETWEEN THE TRAINING OFFERED AND JOBS AVAILABLE.

THIS NEW EMPHASIS DOES NOT MEAN THAT THE FEDERAL GOVERNMENT HAS DECREED THAT BASIC EDUCATIONAL UPGRADING IS NOT A PRIORITY. OUR PROBLEM IS NOT HOW TO ELIMINATE THIS IMPORTANT PREREQUISITE TO SKILL TRAINING, BUT HOW WE PROVIDE IT IN CONJUNCTION WITH SKILL COURSES THAT CAN LAND PEOPLE IN JOBS.

THEREFORE, UNDER THE NEW TRAINING PROGRAM, WE WILL CONCENTRATE FEDERAL TRAINING INVESTMENTS IN PRIORITY OCCUPATIONS WHICH SHOW A REAL AND CONTINUING DEMAND IN THE LABOUR MARKET. THE DESIGNATIONS WILL BE PRIMARILY NATIONAL IN SCOPE, BUT I WANT TO ALLAY THOSE FEARS THAT THE DESIGNATIONS WILL NOT BE REGIONALLY SENSITIVE. THE BUILT-IN FLEXIBILITY AND CONSULTATIVE APPROACH WILL ALLOW US TO RESPOND SENSITIVELY TO REGIONAL NEEDS.

THIS NEW EMPHASIS WILL REQUIRE THAT THE PROVINCIAL TRAINING INSTITUTIONS MAKE SOME ADJUSTMENTS IN THEIR PROGRAMS - TO BEGIN A SHIFT TOWARD TRAINING IN THE DEMAND OCCUPATIONS. WE WILL CONTINUE TO PROVIDE FINANCIAL SUPPORT, AND, IN FACT, WE WILL INCREASE OUR SUPPORT AS SHIFTS OCCUR INTO PRIORITY TRAINING. IN THIS FISCAL YEAR, WE HAVE INCREASED OUR TOTAL FINANCIAL COMMITMENT TO INSTITUTIONAL TRAINING BY 15 PERCENT TO \$488 MILLION.

SUPPORT FOR MODERNIZATION

THESE ADJUSTMENTS ARE GOING TO COST MONEY; IN MANY CASES THEY ARE GOING TO REQUIRE EXPANSION OF FACILITIES AND MODERNIZATION OF EQUIPMENT. TO EASE THE ADJUSTMENT PHASE WE HAVE CREATED A SKILLS GROWTH FUND WHICH CAN BE TAPPED BY INSTITUTIONS. OVER THE NEXT TWO YEARS WE ARE PREPARED TO INJECT AN ADDITIONAL \$108 MILLION ABOVE AND BEYOND OUR EXISTING LEVEL OF SUPPORT TO HELP MODERNIZE, RE-EQUIP AND BUILD NEW TRAINING FACILITIES ACROSS THE COUNTRY. WE WILL INVEST IN NEW FACILITIES, EQUIPMENT, CURRICULUM AND BUILD THE KINDS OF INSTITUTIONS NEEDED TO TRAIN CANADIANS IN NEW SKILLS FOR NEW JOBS.

WE ARE PROPOSING A FEDERAL-PROVINCIAL REVIEW PROCESS TO APPROVE APPLICATIONS TO TAP THE FUND AND ITS DESIGN WILL BE STREAMLINED TO DEAL WITH ALL APPLICATIONS AS QUICKLY AS POSSIBLE. TRAINING INSTITUTIONS WILL HAVE THE RESPONSIBILITY TO PUT TOGETHER AN APPLICATION WHICH MEETS THE FUND'S CRITERIA AND TO BRING THEM FORWARD TO OUR REGIONAL OFFICES.

OPENING UP OPPORTUNITIES FOR SPECIAL GROUPS

ANOTHER KEY COMPONENT OF THE NEW TRAINING PROGRAM IS THE PROVISION MADE FOR GROUPS WHO ENCOUNTER SPECIAL PROBLEMS IN THE LABOUR FORCE: WOMEN, NATIVE PEOPLE AND THE HANDICAPPED. AMONG THE ORGANIZATIONS ELIGIBLE TO APPLY TO THE SKILLS GROWTH FUND ARE PRIVATE NON-PROFIT GROUPS WITH DIRECT INTERESTS IN THE SPECIAL NEEDS OF TRAINEES.

I NOTE THAT THIS CONFERENCE HAS DEVOTED TIME TO WORKSHOPS ON THE INFORMATION SOCIETY'S IMPACT ON WOMEN IN THE LABOUR FORCE. YOU ARE AWARE THAT NEW TECHNOLOGICAL APPLICATIONS AFFECT THE SERVICE SECTOR AND OFFICE ENVIRONMENT DRAMATICALLY - OCCUPATIONS WHERE A VERY LARGE PROPORTION OF CANADIAN WOMEN HOLD DOWN JOBS. A STUDY ON WOMEN AND THE CHIP DONE FOR MY DEPARTMENT REVEALED THAT WOMEN WILL BE DISPLACED BY COMPUTERS AND MICRO PROCESSORS BUT WILL NOT HAVE THE OPPORTUNITY TO TRANSFER UP THE SKILLS LADDER TO CONTROL THE WORK OF THE NEW MACHINES.

STEPS MUST BE TAKEN BY GOVERNMENT, EDUCATIONAL INSTITUTIONS AND INDUSTRY TO REDUCE THEIR VULNERABILITY. I KNOW THAT COMMUNITY COLLEGES HAVE A SOLID REPUTATION OF ENCOURAGING AND COUNSELLING WOMEN TO CHOOSE CAREERS IN THE SO-CALLED NON-TRADITIONAL OCCUPATIONS. IN MY DEPARTMENT WE ARE INCREASING OUR SUPPORT FOR THIS KIND OF TRAINING. THE OPPORTUNITY WE HAVE IS TO COMBINE OUR EFFORTS BETTER TO OPEN UP THE DOORS. ONE INITIATIVE WE CAN TAKE TOGETHER IS TO USE OUR NEW INFORMATION SYSTEMS TO REACH BACK INTO THE SECONDARY SYSTEM SO THAT YOUNG WOMEN CONSIDER THE FULL RANGE OF CHOICES IN THE WORK WORLD.

QUESTIONS ABOUT THE NEW TRAINING PROGRAM

THE FOUR ELEMENTS OF THE NEW TRAINING PROGRAM I HAVE OUTLINED TODAY RAISE SOME MAJOR ADJUSTMENT QUESTIONS FOR INSTITUTIONS, FOR GOVERNMENTS AND FOR STUDENTS. THE CHANGES REQUIRED MAY BE AWKWARD; THEY MAY OFTEN BE UNSETTLING, BUT AFTER VISITING TRAINING INSTITUTIONS AND LISTENING TO SCORES OF GROUPS AND INDIVIDUALS IN EVERY PART OF CANADA I AM CONVINCED THAT CHANGE IS BOTH NECESSARY AND URGENT. I'M ALSO CONVINCED THAT WE CAN WORK OUT DIFFICULTIES AS THEY ARISE BECAUSE I DO NOT SEE ANY MAJOR CONFLICT ON OUR BASIC PURPOSES. ALL OF US, NO MATTER WHICH ORGANIZATION WE REPRESENT, WANT TO BUILD IN CANADA AN ABSOLUTELY FIRST CLASS TRAINING SYSTEM. BILL C-115 SETS OUT A FRAMEWORK FOR CO-OPERATION IF EVERYONE APPROACHES ADJUSTMENT WITH THE ATTITUDE THAT THERE ARE PROBLEMS TO SOLVE AND NOT PROBLEMS TO FIGHT OVER.

HAVING SAID THAT, I WANT TO ADDRESS TWO MAJOR QUESTIONS. FIRST IS THE PERENNIAL QUESTION ABOUT MONEY. I HAVE ALREADY SAID THAT THE FEDERAL GOVERNMENT IS SUBSTANTIALLY INCREASING THE MONEY IT PUTS INTO TRAINING. LAST FISCAL YEAR MY COMMISSION SPENT \$860 MILLION ON TRAINING. THIS FISCAL YEAR WE HAVE BUDGETTED \$1 BILLION. AS I HAVE ALREADY NOTED, OUR ALLOCATION TO PURCHASE COURSES IN INSTITUTIONS WILL RISE BY 15 PERCENT TO \$488.3 MILLION.

THERE WILL BE MORE MONEY, BUT IT WON'T BE AVAILABLE FOR THE SAME MIX OF ACTIVITIES. TO MAINTAIN FUNDING FROM FEDERAL SOURCES, INSTITUTIONS WILL NEED TO SHIFT INTO TRAINING FOR HIGH DEMAND OCCUPATIONS. IT IS BECAUSE THIS SHIFT ITSELF IS EXPENSIVE THAT WE HAVE CREATED THE SKILLS GROWTH FUND OF \$108 MILLION ABOVE AND BEYOND OUR ALLOCATION FOR SEAT PURCHASES OVER THE NEXT TWO YEARS. THE FUND IS THE KEY TO REDUCING THE ADJUSTMENT PROBLEMS AND YOU HAVE MY COMMITMENT THAT IT WILL BE UTILIZED IN A CREATIVE AND SENSITIVE WAY.

THE SECOND QUESTION IS ALSO A PERENNIAL: THERE IS THE CHARGE THAT SOME OF OUR PROPOSED INITIATIVES REPRESENT AN INTRUSION INTO PROVINCIAL JURISDICTION. MY ANSWER IS SIMPLY THAT WE HAVE TO RECOGNIZE THAT INVESTMENT IN DEVELOPING CANADA'S HUMAN RESOURCES IS JUST AS MUCH IN THE NATIONAL INTEREST AS DEVELOPING OUR TRANSPORTATION SYSTEM, TO USE BUT ONE EXAMPLE. THE FEDERAL GOVERNMENT IS INVESTING A VERY MAJOR AMOUNT OF MONEY IN TRAINING AND WE WOULD LIKE TO HAVE SOME SAY - WITHIN A CO-OPERATIVE FRAMEWORK - ABOUT HOW THAT MONEY

IS USED. I SHOULD EMPHASIZE THAT WHILE BILL C-115 LAYS THE GROUNDWORK FOR NEW FORMS OF CO-OPERATION IT STILL LEAVES BROAD FREEDOMS FOR GROUPS AND ORGANIZATIONS IN THE TRAINING FIELD.

FUTURE CHALLENGES

THE NEW NATIONAL TRAINING PROGRAM IS A MAJOR STEP FORWARD BUT NO ONE WOULD CLAIM THAT IT IS, IN ITSELF, THE ANSWER TO CONCERNS ABOUT WORK AND TRAINING IN CANADA. MUCH MORE NEEDS TO BE DONE AND MUCH MORE IS POSSIBLE EVEN DURING A PERIOD WHEN THERE ARE STRINGENT FINANCIAL CONSTRAINTS ON OUR ABILITY TO MANOEUVRE.

ONE OF THE OPPORTUNITIES I'M LOOKING AT NOW IS A WAY TO BUILD STRONGER LINKS BETWEEN TRAINING INSTITUTIONS AND INDUSTRY. ONE OF THE BEST WAYS TO DO THIS, IN MY VIEW, IS TO EXPAND CO-OPERATIVE EDUCATION PROGRAMS. I BELIEVE THAT THERE IS GREAT SCOPE FOR EXPANSION OF CO-OP PROGRAMS NOT ONLY AT THE POST SECONDARY LEVEL WHERE THE FEDERAL INTEREST IS STRONGEST BUT ALSO AT THE HIGH SCHOOL LEVEL WHERE YOUNG PEOPLE DESPERATELY NEED A BETTER GROUNDING AND ORIENTATION IN THE WORK WORLD.

IN THE LONGER TERM, I THINK WE NEED TO TAKE A SERIOUS LOOK AT BREATHING SOME LIFE INTO THE CONCEPT OF CONTINUOUS EDUCATION. MORE SPACE MUST BE CREATED WITHIN EACH PERSON'S CAREER FOR UPDATING SKILLS AND GAINING NEW INSIGHTS AND KNOWLEDGE. THIS MAY MEAN THAT WE FOLLOW THE LEAD OF SOME EUROPEAN

COUNTRIES WHERE PIONEERING WORK HAS BEEN DONE WITH PAID EDUCATIONAL LEAVE AND OTHER SUPPORTS FOR CONTINUOUS EDUCATION.

CONCLUSIONS

WHICHEVER DIRECTIONS WE TAKE IN THE FUTURE WE WILL ONLY BE SUCCESSFUL TO THE EXTENT THAT WE CAN MOVE FORWARD ON A CO-OPERATIVE BASIS. THE FEDERAL GOVERNMENT CAN'T GO IT ALONE: NOR CAN ANY OTHER GOVERNMENT OR ORGANIZATION. WE NEED TO BUILD A STRONG AND CONTINUING PARTNERSHIP. WE NEED TO CREATE A SOLID BASE FOR IMAGINATION AND CREATIVITY IN OUR TRAINING PROGRAMS.

THIS IS NOT A TIME FOR CONFLICT OR DEFENSE OF THE STATUS QUO. IT IS A TIME TO REACH OUT TOGETHER FOR NEW HORIZONS, BECAUSE WE AS A PEOPLE, AS CANADIANS, HAVE A POTENTIAL FOR EXCELLENCE AND SUCCESS UNRIVALED IN THE WORLD. WE NEED TO MOVE TOWARD A NEW SYSTEM NOW BECAUSE WORK IS CHANGING SO RAPIDLY AND SO RADICALLY THAT TO FAIL TO CHANGE TRAINING WITH IT WOULD MEAN THAT WE WOULD FALL BEHIND IN A VERY COMPETITIVE RACE.

MY FIRM BELIEF IS THAT THE NEW NATIONAL TRAINING PROGRAM PROVIDES BETTER OPPORTUNITIES TO INDIVIDUALS AND WILL BE A SOURCE OF STRENGTH FOR THE ECONOMY. IN IMPORTANT WAYS, THE PROGRAM LAYS THE BASIS FOR A BETTER MARRIAGE BETWEEN WORK AND TRAINING.



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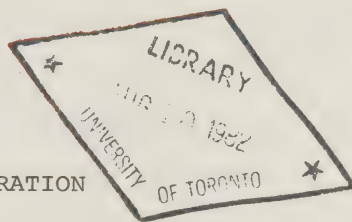
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NOTES FOR AN ADDRESS
BY THE
HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION
TO THE
CANADIAN CONSTRUCTION ASSOCIATION
ANNUAL MEETING
HALIFAX, NOVA SCOTIA
JULY 23, 1982



PLEASE CHECK AGAINST DELIVERY

OVER THE LAST FOUR WEEKS I HAVE VISITED EVERY REGION OF THE COUNTRY TO TALK ABOUT OUR NEW TRAINING PROGRAM, THE JUNE 28th BUDGET, IMPROVEMENTS TO THE WESTERN RAIL TRANSPORTATION SYSTEM, UNEMPLOYMENT AND OTHER MAJOR ISSUES. IN MEETINGS WITH A WHOLE RANGE OF GROUPS - BUSINESS AND LABOUR LEADERS, PROVINCIAL MINISTERS, AGRICULTURAL PRODUCER REPRESENTATIVES - I SEE A MAJOR CHANGE TAKING PLACE.

THERE IS A GROWING AND WIDESPREAD WILLINGNESS TO PUT ASIDE SOME OF THE OLD DISAGREEMENTS AND OLD FEARS AND TO SHIFT ATTENTION FROM THE THINGS WHICH DIVIDE US TO THE INTERESTS WHICH WE SHARE. IT IS A DISTINCT AND IMPORTANT CHANGE.

THERE ARE TWO WAYS TO EXPLAIN THE SUDDEN SHIFT, ONE NEGATIVE AND ONE POSITIVE. I DON'T THINK THE NEW WILLINGNESS TO WORK OUT SOLUTIONS TO OUR PROBLEMS IS MERELY A SHORT-TERM REACTION TO THE SERIOUS ECONOMIC DOWNTURN WE ARE NOW IN. WHAT I FIND IS THAT THE NEW SET OF ATTITUDES IS BASED MUCH MORE ON A POSITIVE APPRECIATION OF OUR CURRENT SITUATION AND WHAT IT WILL TAKE TO GET OUR ECONOMY MOVING FORWARD AGAIN. IN THIS, I SEE A HEALTHY PROSPECT FOR SOME NEW, LONG-TERM ARRANGEMENTS FOR COOPERATION IN REGAINING AND SUSTAINING THE ECONOMIC HEALTH OF THIS COUNTRY.

THE FACT OF THE MATTER IS THAT OUR ECONOMIC MANOEUVERING ROOM IS EXTREMELY NARROW IF WE, AS GOVERNMENTS, BUSINESS AND LABOUR, ACT INDEPENDENTLY AND MUCH WIDER IF WE JOIN TOGETHER TO FIND THE SOLUTIONS.

THIS IS A COUNTRY RIFE WITH CONTRADICTIONS. OUR BEST MOMENTS, OUR LASTING ACHIEVEMENTS, HAVE BEEN THE RESULT OF CO-OPERATION, COMPROMISE AND CONSENSUS. BUT, AT THE SAME TIME, OUR SYSTEM IS ESSENTIALLY ADVERSARIAL. FEDERAL-PROVINCIAL DIVISIONS, LABOUR-MANAGEMENT DIVISIONS, PRIVATE SECTOR-PUBLIC SECTOR DIVISIONS, HAVE ALL BLOCKED OUR TAKING FULL ADVANTAGE OF MAJOR OPPORTUNITIES. WE HAVE NOT DEVELOPED THE ECONOMIC AND INDUSTRIAL CONSENSUS OF A WEST GERMANY, SWEDEN OR JAPAN BUT WE SHOULD BECAUSE WITHOUT CONSENSUS AND COOPERATION, INITIATIVES SUCH AS THOSE CONTAINED IN THE JUNE 28th BUDGET WILL NOT TAKE HOLD AND WE WILL NOT BE ABLE TO BRING DOWN INFLATION TO THE LEVEL WHERE WE CAN MOVE UP IN THE INTERNATIONAL ECONOMIC RACE.

MY READING IS THAT CANADIANS ACCEPT THE IDEA THAT THE ONLY WAY OF MOVING FORWARD OUT OF THE QUAGMIRE OF STAGFLATION IS TO BUILD BETTER PARTNERSHIPS BETWEEN GOVERNMENTS, BUSINESS AND LABOUR. AND THERE IS A SENSE OF OPTIMISM THAT THIS CAN ACTUALLY BE DONE. OR PERHAPS IT'S JUST A REJECTION OF THE PESSIMISM WE HAVE HEARD SO FREQUENTLY IN THE PAST. WE ARE NOW REALIZING THAT PESSIMISM IS A LUXURY RESERVED FOR THOSE WHO CAN AFFORD TO FAIL. WE CAN'T AFFORD IT.

FOR ITS PART, THE FEDERAL GOVERNMENT DOES NOT CLAIM TO HAVE ALL THE ANSWERS. WHAT WE ARE CLEARLY SAYING IS THAT NO GROUP ALONE HAS ALL THE ANSWERS. NO GROUP - NOT THE PROVINCIAL PREMIERS, NOT BUSINESS, NOT LABOUR, NOT SOME ECONOMIC THINK TANK - HAS THE MONOPOLY ON SOLUTIONS TO OUR ECONOMIC PROBLEMS. AND NO GROUP HAS A MONOPOLY ON CARE FOR THE HUMAN CONSEQUENCES OF OUR ECONOMIC DIFFICULTIES. THE WASTE OF HUMAN SKILLS, THE LOST BUSINESS OPPORTUNITIES, THE DAMPENED INVESTMENT IN FUTURE PRODUCTIVITY ARE CAUSE FOR GREAT CONCERN. AND THE HARDSHIPS, UNCERTAINTY AND INSECURITY FELT BY INDIVIDUAL CANADIANS AND THEIR FAMILIES IS SOMETHING ALL OF US CARE ABOUT DEEPLY.

WHAT THE FEDERAL GOVERNMENT HAS ATTEMPTED TO DO IS TO SET THE STAGE FOR A NEW PARTNERSHIP. WE HAVE BEGUN TO DEVELOP NEW ARRANGEMENTS, NEW RELATIONSHIPS, A NEW DIALOGUE WHERE THE POSITIVE, CO-OPERATIVE 'LET'S ROLL UP OUR SLEEVES, AND GET DOWN TO WORK ATTITUDE' CAN FLOURISH.

TWO EXAMPLES OF WHERE WE HAVE DONE THIS ARE THE RECENT BUDGET AND OUR LABOUR MARKET INITIATIVES.

THE JUNE 28th BUDGET WAS QUITE FRANK ABOUT THE CONSTRAINTS ON THE FEDERAL GOVERNMENT'S ABILITY TO PROVIDE A MASSIVE STIMULUS IN THE SHORT TERM. WE HAD TO WALK A NARROW PATH BETWEEN THE ROCK OF THE INTERNATIONAL ECONOMIC DOWNTURN AND THE HARD PLACE OF OUR DOMESTIC REALITIES.

WITHIN THIS DIFFICULT ENVIRONMENT THE FEDERAL GOVERNMENT HAS DEMONSTRATED LEADERSHIP BY SETTING FORTH A PLAN FOR RECOVERY. IT IS NOT A PLAN CARVED IN PRE-CAMBRIAN GRANITE; IT IS A COMBINATION OF SOME SPECIFIC MEASURES TO DEAL WITH SHORT-TERM CONDITIONS AND THE CREATION OF A FRAMEWORK FOR PARTNERSHIP. AS PART OF THAT FRAMEWORK, TO SHOW WE ARE SERIOUS, WE PUT MONEY ON THE TABLE AND WE ANNOUNCED SOME TOUGH RESTRAINTS AIMED AT IMPROVING OUR UNDERLYING ECONOMIC DYNAMICS.

- WE PUT A TOTAL OF \$1.4 BILLION IN JOB CREATION INITIATIVES ON THE TABLE. IN HOUSING ALONE WE INJECTED AN EXTRA \$400 MILLION. WE ALSO PUT \$450 MILLION INTO DIRECT JOB CREATION PROGRAMS AND \$300 MILLION INTO ECONOMIC DEVELOPMENT PROJECTS WHICH WILL CREATE JOBS. WE FINANCED ALL THIS BY INTRODUCING SOME TOUGH, CONTENTIOUS RESTRAINTS IN A NUMBER OF AREAS, ASKING THOSE WHO HAVE ECONOMIC SECURITY TO SHARE WITH THOSE WHO DON'T.
- THE NEW INITIATIVES WILL ADD A MAJOR STIMULUS TO EMPLOYMENT. COMBINED WITH OTHER HOUSING SECTOR INITIATIVES OVER THE PAST EIGHT MONTHS, WE WILL SEE ABOUT 180,000 JOB OPPORTUNITIES OPEN OVER THE NEXT TWO YEARS. THE FEDERAL GOVERNMENT'S NEW PROGRAMS WILL LEVER A TOTAL CAPITAL EXPENDITURE OF \$3.7 BILLION BRINGING THE ESTIMATED NUMBER OF HOUSING STARTS THIS YEAR UP TO 175,000 RATHER THAN THE PRE-BUDGET ESTIMATE OF 125,000 STARTS. OUR DIRECT JOB CREATION PROJECTS, MANY OF WHICH ARE CONSTRUCTION RELATED, WILL CREATE A FURTHER 200,000 JOB OPPORTUNITIES OVER THE YEAR.
- WE ALSO PUT OUT A CONSULTATIVE DOCUMENT CONTAINING PROPOSALS AIMED AT HELPING THOSE SECTORS HARDEST HIT BY HIGH INTEREST

RATES. HOME BUYERS, SMALL BUSINESSES, FARMERS AND FISHERMEN WOULD BE ABLE TO SECURE MORTGAGES OR LOANS FOR NEW INVESTMENT AT RATES 3 TO 6 PERCENTAGE POINTS BELOW PREVAILING RATES. AS A GOVERNMENT, WE ARE COMMITTED TO A SELECTIVE STIMULUS BUT WE ARE FLEXIBLE ON THE MEANS TO ACHIEVE THIS GOAL. THEREFORE, WE ARE CONSULTING WIDELY ON THE FEASIBILITY OF OUR PROPOSALS AND I TRUST YOUR ORGANIZATION WILL MAKE ITS VOICE HEARD.

BUT WE HAVE TO RECOGNIZE THE FACT THAT EVEN IF WE SUCCEEDED IN BUILDING A PARTNERSHIP AND CAN RATCHET OUR ECONOMY DOWN FROM THE 12 PERCENT WORLD OF STAGFLATION TO THE 6 PERCENT WORLD OF RECOVERY, WE WILL NOT HAVE SOLVED ALL OUR ECONOMIC AND EMPLOYMENT PROBLEMS. THERE ARE MAJOR TECHNOLOGICAL AND STRUCTURAL CHANGES BEARING DOWN ON THE ECONOMIC STATUS QUO IN CANADA. SO WE MUST USE THIS TIME, WHEN EVERYONE'S ATTENTION IS FIXED ON ECONOMIC PROBLEMS, NOT SIMPLY TO GET THINGS BACK TO NORMAL (WHATEVER THAT IS) AND NOT SIMPLY TO START AN ECONOMIC RECOVERY, BUT TO COME UP WITH WAYS OF INTRODUCING NEW TECHNOLOGIES, NEW INDUSTRIAL RELATIONS MODELS, NEW INTERNATIONAL ALIGNMENTS THAT WILL MAKE THE ECONOMY MORE RESILIENT AND PRODUCTIVE IN THE FUTURE.

THE WORLD OF WORK IS ONE AREA WHERE THERE ARE RADICAL AND REVOLUTIONARY CHANGES OCCURRING; CHANGES WHICH WILL ACTUALLY INTENSIFY AS THE ECONOMY MOVES INTO HIGH GEAR. WE NEED TO DEVELOP QUICK REFLEXES AND INNOVATIVE APPROACHES TO COPE WITH THESE CHANGES. WORK, JOBS AND SKILLS ARE GOING TO BE THE TOP PRIORITY ECONOMIC AND SOCIAL ISSUES OF THIS DECADE. THERE IS A NEW GENERATION OF WORKERS COMING INTO THE LABOUR MARKET AND A WHOLE NEW GENERATION OF JOBS IN THE WORK WORLD AND CANADA NEEDS NEW LABOUR MARKET POLICIES TO HANDLE THESE CHANGES.

THE CANADIAN CONSTRUCTION INDUSTRY IS GOING TO FEEL POWERFUL SHIFTS IN THE WORLD OF WORK.

- CONSTRUCTION EMPLOYMENT GROWTH WILL CONTINUE TO SHIFT FROM RESIDENTIAL TO NON-RESIDENTIAL CONSTRUCTION, WITH THE RESIDENTIAL SHARE DECLINING FROM 32% IN 1979 TO UNDER 20% IN 1990. RESIDENTIAL CONSTRUCTION ITSELF IS SHIFTING FROM NEW CONSTRUCTION TO MORE LABOUR INTENSIVE RENOVATION ACTIVITY: BY 1990 CMHC PREDICTS THAT INVESTMENT IN RENOVATION WILL EQUAL THAT IN NEW HOUSING.
- DESPITE RECENT SETBACKS, THERE ARE TENS OF BILLIONS OF DOLLARS IN MAJOR PROJECTS ON THE BOOKS OR UNDERWAY THIS DECADE. THERE COULD BE CLOSE TO \$3 BILLION INVESTED OVER THE NEXT FOUR YEARS IN SCOTIAN SHELF GAS DEVELOPMENT. WESTERN RAIL MODERNIZATION AT AN ESTIMATED COST OF \$13 BILLION CAN UNLEASH A WHOLE STRING OF INVESTMENTS. CRITICAL SHORTAGES OF PIPEFITTERS, WELDERS, MILLWRIGHTS AND ENGINEERS ARE FORECAST FOR THE 1980s BECAUSE OF THE DEMANDS CREATED BY THESE AND A HOST OF OTHER PROJECTS.

WE HAVE MADE VERY SIGNIFICANT PROGRESS IN PUTTING INTO PLACE A STRATEGY TO RESPOND TO THESE CHALLENGES. BUT AGAIN, TO BE EFFECTIVE, OUR STRATEGY DEPENDS ENTIRELY ON PARTNERSHIP. WITHOUT THE WILLINGNESS TO WORK TOGETHER, BUSINESS, LABOUR, GOVERNMENTS AND EDUCATIONAL INSTITUTIONS WILL FAIL IN THE ATTEMPT TO HELP PEOPLE ACQUIRE THE SKILLS TO DO THE NEW JOBS THAT WILL NEED TO BE DONE.

TO RESPOND TO SHORT-TERM PROBLEMS WE HAVE INCREASED OUR COMMITMENT TO DIRECT JOB CREATION AND HAVE USED THE UNEMPLOYMENT INSURANCE SYSTEM IN NEW WAYS TO PRESERVE THE SKILLS BASE AND PROVIDE ECONOMIC AND COMMUNITY BENEFITS.

- WE HAVE OPENED UP THE WORK SHARING PROGRAM WHICH NOW COVERS 121,203 CANADIAN WORKERS AND HAS AVERTED 53,541 LAYOFFS SINCE ITS INTRODUCTION LAST DECEMBER. THE WORK SHARING PROGRAM IS A MAJOR EXPERIMENT IN DEALING WITH ECONOMIC FLUCTUATION AND CHANGE IN CANADA AND I AM LOOKING AT OUR EXPERIENCE VERY CAREFULLY TO SEE IF IT SHOULD BECOME A CONTINUING ELEMENT IN OUR ECONOMIC ADJUSTMENT STRATEGY.
- WE HAVE ALSO SIGNED MAJOR AGREEMENTS IN THE FORESTRY, FISHING AND MINING SECTORS TO CREATE WORK WHICH WILL ADD TO THE LONG-TERM PRODUCTIVITY OF CANADA'S RESOURCE BASE. THIS YEAR, OVER 21,000 WORKERS WILL BE EMPLOYED IN RE-FORESTRATION WORK, FISHERIES ENHANCEMENT PROJECTS AND ENVIRONMENTAL IMPROVEMENTS IN MINING COMMUNITIES - WORK WHICH MEANS THAT UNEMPLOYMENT INSURANCE EXPENDITURES BECOME AN INVESTMENT TO SOME DEGREE IN FUTURE PRODUCTION AND FUTURE JOBS.

THE SECOND MAJOR ELEMENT OF OUR LABOUR MARKET POLICY IS AN OVERHAUL OF CANADA'S TRAINING SYSTEM. HERE AGAIN, WE NEED A TRULY CO-OPERATIVE EFFORT TO DO MORE AND BETTER TRAINING, TO ANTICIPATE MORE ACCURATELY AND QUICKLY THE LABOUR MARKET REQUIREMENTS OF THE FUTURE AND TO OPEN UP OUR TRAINING SYSTEM TO A HOST OF INNOVATIONS AND CREATIVE FORCES.

THE NEW NATIONAL TRAINING ACT PROVIDES A FOUNDATION AND FRAMEWORK FOR SUCH A CO-OPERATIVE EFFORT. THE ACT, WHICH WAS PASSED AND GIVEN ROYAL ASSENT JULY 7TH, WILL PERMIT US TO INCREASE OUR SPENDING FOR TRAINING BEYOND THE \$1 BILLION ALREADY ALLOCATED THIS FISCAL YEAR IN WAYS WHICH WILL BE MORE RESPONSIVE TO THE LABOUR MARKETS OF THE 1980s. IT WILL PROVIDE FOR THE DEVELOPMENT OF CONSULTATIVE MECHANISMS FOR MATCHING SKILL REQUIREMENTS WITH THE LABOUR FORCE. IT WILL PROVIDE THE FOUNDATION UPON WHICH GOVERNMENTS, WORKERS, EMPLOYERS, EDUCATIONAL AND TRAINING INSTITUTIONS AND SPECIAL NEEDS GROUPS CAN COLLECTIVELY HELP GIVE CANADA'S TRAINING SYSTEM THE RESOURCES AND THE SUPPORT IT NEEDS TO KEEP PACE WITH THE WORK WORLD OF THE FUTURE. THE ACT WILL GO A LONG WAY TOWARD ENSURING THAT SKILLED SHORTAGES DON'T SLOW OR CRIPPLE ECONOMIC GROWTH IN THIS COUNTRY.

THE NEW NATIONAL TRAINING PROGRAM HAS THREE ELEMENTS WHICH WILL INTEREST YOU DIRECTLY. EACH ONE SETS THE GROUNDWORK FOR NEW WAYS OF BRINGING TRAINING MORE CLOSELY INTO ALIGNMENT WITH THE WORK WORLD OF THE EIGHTIES.

- THE FIRST ELEMENT - ONE WHICH PROVIDES A KIND OF GUIDANCE SYSTEM FOR SOME OF THE OTHER ELEMENTS - IS A NEW CANADIAN OCCUPATIONAL PROJECTION SYSTEM, WHICH WILL PROVIDE US WITH A FAR MORE ACCURATE PICTURE OF THE CURRENT AND FUTURE LABOUR MARKET - WHO IS ENTERING, WHAT SKILLS ARE IN DEMAND, WHERE THE JOBS ARE LOCATED, AND WHAT SKILL SHORTFALLS EXIST IN THE LABOUR MARKET. IN OTHER WORDS, THE SYSTEM WILL PROVIDE US WITH A FAR MORE EFFECTIVE WAY OF PLANNING AND RECONCILING LABOUR MARKET SUPPLY AND DEMAND.

OUR PLAN TO DEVELOP A NEW AND INTEGRATED SYSTEM OF FORECASTING, WHICH WOULD PUT BEHIND US THE ANTEDILUVIAN, FRAGMENTED AND UNIVERSALLY DISREGARDED SYSTEM NOW IN PLACE, EVOLVED AFTER A SERIOUS ROUND OF CONSULTATION WITH PROVINCIAL GOVERNMENTS, INDUSTRY AND LABOUR GROUPS. WE INTEND TO ENTRENCH THESE CONSULTATIONS IN THE FORECASTING SYSTEM. WHEN THE DRAFT TRAINING BILL WAS BEING STUDIED IN PARLIAMENTARY COMMITTEE, WE WROTE IN AN AMENDMENT TO REQUIRE CONSULTATION AS A DIRECT RESPONSE TO INTERVENTIONS MADE BY THE CANADIAN CONSTRUCTION ASSOCIATION.

- THE IDENTIFICATION OF PRIORITY OCCUPATIONS ON BOTH A NATIONAL AND REGIONAL BASIS IS A DIRECT OFF-SHOOT OF THE NEW FORECASTING SYSTEM. IN CONSULTATION WITH PROVINCIAL GOVERNMENTS AND PRIVATE INDUSTRY, WE WILL NOW BE ABLE TO DESIGNATE PRIORITY SKILL AREAS AND TARGET OUR TRAINING PROGRAMS AND RESOURCES WHERE THEY ARE MOST URGENTLY NEEDED. WE WILL THEREFORE AVOID SOME OF THE SERIOUS OMISSIONS OF PREVIOUS TRAINING PROGRAMS WHICH WERE ACTUALLY A BREACH OF FAITH BECAUSE THEY TRAINED PEOPLE FOR OBSOLETE JOBS OR SURPLUS OCCUPATIONS. YOU CAN SEE SOME INDICATION OF OUR COMMITMENT IN NEW MONEY FOR ON-THE-JOB TRAINING, PARTICULARLY THROUGH OUR CRITICAL SKILLS PROGRAM. THIS YEAR OUR BUDGET FOR THIS TYPE OF TRAINING WILL MOVE UP FROM \$120 MILLION TO \$166 MILLION DOLLARS.
- THE NEW EMPHASIS ON CHANNELING FEDERAL TRAINING INVESTMENTS TOWARD PRIORITY OCCUPATIONS WILL, OF COURSE, REQUIRE MAJOR ADJUSTMENTS TO OUR TRAINING SYSTEM. IT WILL MEAN THAT PROVINCIAL TRAINING INSTITUTIONS WILL HAVE TO SHIFT TOWARD TRAINING IN DEMAND OCCUPATIONS. WE CAN NO LONGER AFFORD TO TRAIN PEOPLE FOR MODERN JOBS WITH OUT-OF-DATE EQUIPMENT. FACULTY MEMBERS OF EDUCATIONAL INSTITUTIONS MAY HAVE TO BE RETRAINED. THESE ADJUSTMENTS ARE CLEARLY GOING TO COST

MONEY. SO TO EASE THE FINANCIAL PAIN, WE HAVE CREATED A SKILLS GROWTH FUND OF \$108 MILLION OVER THE NEXT TWO YEARS UNDER WHICH DIRECT GRANTS CAN BE MADE TO TRAINING CENTRES AND INSTITUTIONS ACROSS CANADA FOR PURPOSES OF EXPANSION AND MODERNIZATION OF FACILITIES.

THE THIRD ELEMENT OF OUR NEW LABOUR MARKET STRATEGY IS A MAJOR PUSH TO INCREASE FAIRNESS AND OPPORTUNITY BOTH IN THE TRAINING SYSTEM AND IN THE WORK PLACE. WE CAN MAKE SOME MAJOR STRIDES, NOT JUST IN IMPROVING OPPORTUNITIES FOR INDIVIDUALS BUT IN THE PRODUCTIVITY OF OUR ECONOMY, IF WE CAN INTEGRATE INTO THE MAINSTREAM THOSE CANADIANS WHO HAVEN'T BEEN ABLE TO GET IN THE DOOR TO GOOD JOBS - JOBS WHICH PAY WELL AND OPEN THE ROUTE TO PROMOTION AND ADVANCEMENT.

HERE IS ANOTHER FIELD WHERE THE FEDERAL GOVERNMENT CAN PROVIDE LEADERSHIP AND AN INVITATION TO PARTICIPATE. WE HAVE ALREADY TAKEN STEPS IN FEDERAL DEPARTMENTS AND CROWN CORPORATIONS TO IMPLEMENT AFFIRMATIVE ACTION PLANS. IN A NUMBER OF INDUSTRIAL SECTOR MANPOWER PLANNING AGREEMENTS THERE IS A JOINT COMMITMENT TO PURSUE SPECIAL MEASURES FOR MEMBERS OF DISADVANTAGED GROUPS. BUT OUR PROGRESS IN THE FEDERAL SYSTEM AND WITH OUR VOLUNTARY PROGRAM HAS BEEN DISAPPOINTING. THIS IS AN AREA WHERE WE STILL HAVE A LONG WAY TO GO AND IT IS ONE WHERE I WANT TO SEE A MAJOR PROCESS OF DIALOGUE AND CONSENSUS BUILDING OVER THE COMING MONTHS.

AT THE OUTSET I WOULD LIKE TO ASSURE YOU THAT WHEN I TALK AFFIRMATIVE ACTION I AM NOT TALKING ABOUT THE U.S. TECHNIQUE. OUR CANADIAN SYSTEM IS NOT QUOTAS, IT IS NOT DEADLINES, IT IS NOT A HORDE OF LAWYERS AND HEAVY-HANDED GOVERNMENT INSPECTORS ENFORCING COMPLIANCE. WHAT WE WANT TO ACHIEVE IN CANADA IS A MUCH MORE CO-OPERATIVE PROGRAM, ONE WHERE ALL THE INTERESTED GROUPS HAVE THEIR SAY ON HOW GOALS FOR INCREASED JOB OPPORTUNITIES CAN BE REACHED. IN ADDITION TO INCREASING FAIRNESS IN OUR SOCIETY, IT IS A GOAL WHICH MAKES GOOD ECONOMIC SENSE. OUR BUSINESSES CAN BECOME MUCH MORE SUCCESSFUL, OUR ECONOMY MUCH STRONGER, IF ALL CANADIANS HAVE THE OPPORTUNITY TO GAIN SKILLS AND APPLY THEM. THIS IS AN OBJECTIVE THAT EVERYONE CAN AGREE ON AND EVERYONE CAN CONTRIBUTE TO IF THE PROPER FRAMEWORK FOR PARTNERSHIP EXISTS.

TO RETURN TO MY MAJOR THEME, THE ONLY WAY WE ARE GOING TO GET OUR ECONOMIC PROBLEMS UNDER CONTROL, THE ONLY WAY WE CAN EFFECTIVELY REGROUP TO DO BETTER SKILLS TRAINING, THE ONLY WAY WE CAN PROVIDE OPPORTUNITY TO MORE CANADIANS IS TO WORK TOGETHER IN A SPIRIT OF PARTNERSHIP. I CAN TELL YOU THAT CANADIANS WANT AND EXPECT THIS, NOT ONLY FROM THEIR POLITICIANS BUT FROM THEIR BUSINESS AND LABOUR LEADERS. THEY WANT INTEREST RATES DOWN, THEY WANT INFLATION AND UNEMPLOYMENT TO COME DOWN AND THEY KNOW THAT THE ONLY WAY TO DO THIS IS THROUGH SHARED RESPONSIBILITY. THERE IS NO MORE TIME OR REASON TO POINT FINGERS OR FIND SOMEONE ELSE TO DO THE JOB.

THE FEDERAL GOVERNMENT HAS TAKEN SOME STEPS TO LAY THE GROUNDWORK FOR THAT PARTNERSHIP. IN THE BUDGET AND IN THE NEW LABOUR MARKET POLICIES, TO TAKE TWO EXAMPLES, WE HAVE ATTEMPTED TO PULL TOGETHER THE GROUPS AND THE RESOURCES TO EFFECTIVELY DEAL WITH THE VERY SERIOUS ISSUES WE FACE. THERE IS A MAJOR ROLE IN THIS PARTNERSHIP FOR THE MEMBERS OF THE CANADIAN CONSTRUCTION ASSOCIATION AND I HOPE YOU WILL TAKE UP THE CHALLENGE.



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NOTES FOR AN ADDRESS
BY THE
HONOURABLE LLOYD AXWORTHY
TO THE
CONFERENCE ON ECONOMIC
POLICIES FOR CANADA
IN THE 1980s
UNIVERSITY OF MANITOBA
FRIDAY, OCTOBER 29, 1982

CHECK AGAINST DELIVERY



YOUR CONFERENCE AGENDA ECHOES MANY OF THE ISSUES AND CONCERNS BEING VOICED DURING PARLIAMENT'S SPECIAL DEBATE ON THE ECONOMY. THE DEEP ROOTED ECONOMIC MALAISE GRIPPING CANADA AND THE INDUSTRIALIZED WORLD HAS SHAKEN THE FOUNDATIONS OF THE GLOBAL ECONOMY. IN CANADA, WE ARE BEING SUBJECTED TO A TEST OF NATIONHOOD NOT EXPERIENCED SINCE WORLD WAR II.

AS YOU KNOW, THERE IS A PLETHORA OF ECONOMIC THEORY TO DRAW UPON FOR GUIDANCE; YET IT IS SOMEHOW APPROPRIATE TO ALSO SEEK COUNSEL IN THEOLOGY. A BIBLICAL REFERENCE WHICH COMES TO MIND IS FROM THE BOOK OF JOB. WHEN HIS FAITH WAS PUT TO THE ULTIMATE TEST, JOB REPEATEDLY QUESTIONED HIS STRENGTH TO ENDURE:

"BUT HAVE I THE STRENGTH TO GO ON WAITING? WHAT USE IS LIFE IN ME WHEN DOOMED TO CERTAIN DEATH? IS MINE THE STRENGTH OF STONE OR FLESH OR BRONZE? CAN ANY POWER BE FOUND WITHIN MYSELF, HAS NOT ALL HELP DESERTED ME?"

THIS RECESSION IS TESTING OUR METTLE AS A NATION, THE STRENGTH OF OUR SOCIAL FABRIC AND OUR RESOLVE TO EMERGE UNSCATHED AND UNITED. LIKE JOB, WE MUST NOT SUCCUMB TO THE POLITICS OF DEFEAT. IN MY REMARKS TODAY, I WOULD LIKE TO SHARE MY PHILOSOPHY ON THE FRAMEWORK NEEDED TO GUIDE OUR FUTURE.

SINCE THE 1940s CANADA HAS EXPERIENCED PERIODS OF ECONOMIC CONTRACTION BUT THE SERIOUSNESS OF THE PRESENT DOWNTURN, PARTICULARLY CONDITIONS IN THE LABOUR MARKET, HAVE BEEN VERY UNSETTLING AND TRAGIC, BOTH IN ECONOMIC AND HUMAN COSTS.

THERE IS NO SIMPLE PANACEA FOR DEALING WITH THE PROBLEMS WE FACE. OUR MANOEUVERING ROOM IS RESTRICTED, AS WE TRY TO DELICATELY BALANCE THE FORCES OF THE INTERNATIONAL SLUMP WITH HARSH, DOMESTIC REALITIES. WHICH ECONOMIC LEVER DO WE PULL? HOW CAN WE BEST ACHIEVE NEW LEVELS OF PRODUCTIVITY, STIMULATE INDUSTRIAL AND TECHNOLOGICAL INNOVATION AND UNDERTAKE NATION-BUILDING PROJECTS WHICH WILL SPUR ECONOMIC OPPORTUNITY ACROSS CANADA.

THERE IS A POTPOURRI OF ECONOMIC THINKING FROM WHICH TO CHOOSE. ON ONE SIDE OF THE SPECTRUM THE GURU OF MONETARISM MILTON FRIEDMAN AND ARTHUR LAFFER, THE KEY PROMOTER OF "SUPPLY-SIDE ECONOMICS," WHO ENJOYED A CERTAIN VOGUE WHICH IS NOW FADING. THE RESURGENCE OF CONSERVATIVE THINKING UNDER THE UMBRELLA OF NEO-CONSERVATISM HAS FOUND STRONG REPRESENTATION IN CANADIAN BUSINESS, ACADEMIC AND POLITICAL CIRCLES. THEIR VIEWS ARE CHALLENGED BY UNRELENTING KEYNESIANS WHOSE CONCERNS ARE LINKED WITH DISTRIBUTION RATHER THAN PRODUCTION OF A NATION'S ECONOMY.

IN CANADA, TO ADHERE TO EITHER PHILOSOPHY EXCLUSIVELY WOULD BE A DENIAL OF OUR UNIQUE ECONOMIC HISTORY AND TRADITION

OF MIXING PRIVATE AND PUBLIC ENTERPRISE. AS WELL, I QUESTION THE FAIRNESS AND WISDOM OF EXALTING THE SUPREMACY OF EITHER THE MARKETPLACE OR GOVERNMENT IN ECONOMIC DECISION-MAKING.

BUILDING CONSENSUS

OUR EXPERIENCE IN GOVERNMENT HAS GIVEN US A KEEN APPRECIATION OF THE FACT THAT OUR STRUCTURE IS SUCH THAT ANY ECONOMIC UNDERTAKING IS FAR TOO MASSIVE AND COMPLEX FOR ONE SINGLE PLAYER. AS MACKENZIE KING ONCE COMMENTED, "WHILE SOME COUNTRIES HAVE TOO MUCH HISTORY, CANADA HAS TOO MUCH GEOGRAPHY." NO GROUP HAS A MONOPOLY ON THE SOLUTIONS TO OUR ECONOMIC PROBLEMS.

YET COOPERATION IS FAR FROM SPONTANEOUS IN CANADA. ALMOST EVERY POLITICAL DEBATE INVOLVED WITH NATIONAL DEVELOPMENT TENDS TO STRESS THE GRIEVANCES OF REGIONS AND SECTORS, THEREBY EMPHASIZING WHAT DIVIDES CANADIANS RATHER THAN WHAT UNITES THEM. WHILE SUCH DISCUSSION IS VITAL TO OUR DEMOCRATIC HEALTH, PRE-OCCUPATION WITH IT, ESPECIALLY IN A RECESSION, RUNS THE RISK OF LEAVING US CONGENITALLY UNABLE TO PUT THE COUNTRY ON ITS FEET.

MY READING IS THAT A NEW MOOD IS GELLING IN CANADA. THERE IS A STRONG DESIRE AMONG CANADIANS THAT GOVERNMENTS, BUSINESS AND LABOUR END THEIR INTERNECINE TERRITORIALITY BECAUSE IT IS EVIDENT THAT THE ONLY WAY TO ESCAPE THE QUAGMIRE OF STAGFLATION IS TO ESTABLISH NEW LEVELS OF COOPERATION AND CONSENSUS.

FOR ITS PART, THE FEDERAL GOVERNMENT IS WORKING TO MOLD OUR ECONOMIC LEADERSHIP INTO A "FACILITATOR" ROLE BY DEVELOPING NEW RELATIONSHIPS AND PARTNERSHIPS WITH GOVERNMENTS, BUSINESS AND LABOUR.

LABOUR MARKET CONSENSUS

THE 6/5 STRATEGY IS NOT OUR SOLE EFFORT. MY RESPONSIBILITIES WITH REGARD TO LABOUR MARKET POLICY HAVE ILLUSTRATED WHAT COOPERATION AND CONSENSUS CAN ACHIEVE. LET ME BRIEFLY EXPLAIN: AT THE LEVEL OF THE SHOP FLOOR, WE HAVE WORK SHARING, A PROGRAM WHICH CAN ONLY BE IMPLEMENTED IF THERE IS AN AGREEMENT ON THE PART OF BOTH THE WORKERS AND EMPLOYERS TO CREATE A WORK SHARING UNIT. AS OF THIS MONTH WE HAVE SIGNED OVER 6,400 AGREEMENTS, PREVENTING THE LAYOFF OF SOME 75,000 CANADIANS. THIS ILLUSTRATES THAT THERE IS A NEW LEVEL OF INDUSTRIAL STATESMANSHIP IN THE MAKING, AS TRADITIONAL ADVERSARIES LOCK ARMS TO SAVE JOBS AND IN SOME CASES, THE BUSINESS ITSELF.

AT THE COMMUNITY LEVEL, WE HAVE INTRODUCED A SERIES OF ADJUSTMENT AND JOB CREATION PROGRAMS, SUCH AS INDUSTRY AND LABOUR ADJUSTMENT PROGRAM (ILAP) AND THE LOCAL ECONOMIC DEVELOPMENT ASSISTANCE (LEDA) WHICH ARE DESIGNED TO SOLVE REGIONAL ECONOMIC PROBLEMS THROUGH A REVITALIZATION AND DIVERSIFICATION OF A COMMUNITY'S ECONOMIC BASE. THE STRUCTURE OF THESE PROGRAMS PREVENT ANY UNILATERAL ACTION BY GOVERNMENT OR ANY ONE PARTICIPANT. COMMUNITY CONSENSUS IS THE CORNERSTONE, WITH BUSINESS,

LABOUR AND COMMUNITY LEADERS WORKING TOGETHER WITH GOVERNMENT TO DEVELOP AN INDIVIDUAL ECONOMIC BLUEPRINT FOR THE AREA.

AT THE NATIONAL LEVEL, WE WERE ABLE TO LEGISLATE A NEW NATIONAL TRAINING ACT WHICH IS THE CULMINATION OF TWO YEARS OF CONSULTATION WITH ALL KEY PLAYERS IN THE TRAINING FIELD. THE LEGISLATION CREATES A FRAMEWORK UPON WHICH GOVERNMENTS, WORKERS, EMPLOYERS, EDUCATIONAL AND TRAINING INSTITUTIONS AND SPECIAL GROUPS CAN COLLECTIVELY GIVE CANADA'S TRAINING SYSTEM THE RESOURCES AND SUPPORT IT NEEDS TO ENSURE THAT SKILL SHORTAGES DON'T SLOW OR CRIPPLE FUTURE ECONOMIC GROWTH IN THIS COUNTRY.

AS WELL, THE ACT ENSURES THAT THE CONSULTATIVE PROCESS WILL CONTINUE. FOR EXAMPLE, THE ANATOMY OF C.O.P.S., OUR OCCUPATIONAL PROJECTIONS SYSTEM, IS CONSTRUCTED TO SUPPORT BROAD PARTICIPATION OF ALL KEY PLAYERS AND TO CREATE A TOOL WHICH ENCOURAGES A RATIONAL DISCUSSION OF THE FUTURE OUTLOOK OF LABOUR MARKET CONDITIONS. THIS ILLUSTRATES HOW SHARED PROBLEMS AND RESPONSIBILITIES CAN TRIGGER EFFICIENT CO-OPERATION TOWARDS THE DISCOVERY OF INNOVATIVE SOLUTIONS.

IN THE IMMEDIATE FUTURE WE MUST BUILD ON THIS PILLAR OF COOPERATION AND CONSENSUS IF WE ARE TO EFFECTIVELY ASSIST THOSE CANADIANS CAUGHT IN THE CYCLICAL WEB. THE MAIN THRUST OF THE \$500 MILLION NEW EMPLOYMENT EXPANSION AND DEVELOPMENT (NEED) PROGRAM IS TO FIND NEW AND CREATIVE WAYS OF WORKING TO

GENERATE SOME 60,000 JOBS FOR THOSE CANADIANS FACING SEVERE HARDSHIP AS A CONSEQUENCE OF PROLONGED UNEMPLOYMENT.

TIME TO RESTRUCTURE

BUT THE CHALLENGE TODAY IS TWOFOLD. BECAUSE SO MUCH OF OUR EFFORTS AND ENERGIES ARE CONCENTRATED ON FIGHTING THE DAILY FIRES, THERE IS A TENDENCY TO LET THE URGENT OVERWHELM THE IMPORTANT. WE FORGET THAT THE BASIC STRENGTHS OF OUR ECONOMY REMAIN INTACT AND PROVIDE A SOLID FOUNDATION TO CONSTRUCT A PROSPEROUS FUTURE FOR CANADA WITHIN THE INTERNATIONAL MARKETPLACE. WE WILL NOT ENSURE OUR FUTURE IF WE ARE CONTENT TO ONLY TINKER WITH SIMPLE REPAIR JOBS TO OUR ECONOMY.

THIS RECESSION HAS ACTED AS A CATALYST IN ACCELERATING OUR NEED TO UNDERTAKE MAJOR STRUCTURAL REFORMS. THE SEVERITY OF ANY RECESSION IS DETERMINED TO SOME EXTENT ON THE INSTITUTIONAL STRUCTURES IN PLACE; THEREFORE WE ONLY INVITE ANOTHER SERIOUS RECESSION UNLESS WE SEIZE THE OPPORTUNITY TO LEARN FROM THIS EXPERIENCE. NOW IS THE TIME TO IGNORE THOSE SOOTHSAYERS WHO PORTEND OUR IMMINENT COLLAPSE AND DESTRUCTION AND BEGIN TO RETOOL OUR ECONOMY FOR THE TOUGH COMPETITIVE WORLD WE LIVE IN.

TRANSPORTATION POLICY

TRANSPORTATION AND ITS DEVELOPMENT IS THE NATION-BUILDING PROJECT THAT CAN GENERATE THE ENERGIES AND CREATIVITY OF OUR ECONOMIC SECTORS AND CAPTURE THE RENEWED SPIRIT OF COOPERATION.

THE RESTRUCTURING OF THE CROW RATE AND THE FURTHER REVITALIZATION AND DEVELOPMENT OF OUR TRANSPORTATION SYSTEM IS THE "ECONOMIC ENZYME" WE NEED TO SPRINGBOARD THE CANADIAN ECONOMY ON THE ROAD TO RECOVERY.

AS WELL, THE PROCESS IMPLEMENTED TO REACH A COMPREHENSIVE RESOLUTION OF THE CROW ISSUE EMBODIES THIS NEW FACILITATOR ROLE. THE CROW HAS BEEN MET WITH A GREAT AMOUNT OF EMOTION HERE IN THE WEST, YET THE GOVERNMENT SOUGHT TO EASE THE TRANSITION BY UNDERTAKING AN EXTENSIVE ROUND OF NEGOTIATIONS WITH GRAIN ASSOCIATIONS, AGRICULTURAL PRODUCERS, COMMODITY SHIPPERS AND THE RAILWAYS.

IF YOU LOOK BACK OVER HISTORY, TRANSPORTATION IS OF THE VERY FIBRE OF CANADIAN EXPERIENCE; ITS DEVELOPMENT HAS BEEN INSTRUMENTAL IN OVERCOMING FORMIDABLE OBSTACLES TO NATIONAL DEVELOPMENT. SINCE CONFEDERATION, FEDERAL GOVERNMENTS HAVE UNDERTAKEN MAJOR TRANSPORTATION PROJECTS - THE FIRST TRANSCONTINENTAL RAILWAY, THE TRANS-CANADA HIGHWAY, THE ST. LAWRENCE SEAWAY - AND ON EACH OCCASION THE ECONOMY BENEFITTED, PRODUCTIVITY IMPROVED AND JOBS WERE CREATED ACROSS THE ENTIRE COUNTRY.

TODAY'S WESTERN TRANSPORTATION POLICY REPRESENTS BOTH THE LARGEST INITIATIVE AND THE ONE MOST NATIONAL IN SCOPE. THE RESTRUCTURING OF THE CROW RATE AND THE RESULTING \$11.8 BILLION RAIL CAPACITY EXPANSION WILL FEED ECONOMIC DIVERSIFICATION IN THE WEST: REDUCING THE INTENSITY OF THE WESTERN BOOM/BUST SYNDROME,

PROMOTING A MORE STABLE LABOUR MARKET AND ENSURING THE WEST'S POSITION AS A STRONG AND EQUAL PARTNER WITHIN CONFEDERATION.

NOT ONLY WESTERN CANADA WILL BENEFIT, THERE ARE ECONOMIC SPINOFFS FOR ALL REGIONS OF CANADA. THE INCREASED VOLUME IN TRANSPORTATION OF AGRICULTURAL AND BULK COMMODITIES WILL CREATE EMPLOYMENT OPPORTUNITIES, FOR EXAMPLE, IN THE STEEL MILLS OF SYDNEY AND HAMILTON AND THE LOCOMOTIVE SHOPS IN QUEBEC. THIS REVITALIZATION OF THE TRANSPORTATION SYSTEM WILL ULTIMATELY RESULT IN THE CREATION OF SOME 400,000 JOBS ACROSS THE COUNTRY BY THE END OF THE DECADE.

A NEW WORLD OF WORK

YET NO ECONOMIC DEVELOPMENT PROJECT CAN GO FORWARD WITHOUT A COMPLEMENTARY STRATEGY TO DEVELOP OUR HUMAN RESOURCE BASE TO MEET THE EVOLVING SKILLS REQUIREMENTS OF THE ECONOMY. DESPITE OUR RECENT ACCOMPLISHMENTS IN THE TRAINING FIELD, WE ARE JUST OPENING THE WINDOW OF THE FUTURE. WORK, JOBS AND SKILLS ARE GOING TO BE THE TOP ECONOMIC AND SOCIAL PRIORITY OF THIS DECADE. THERE ARE SOME FUNDAMENTAL STRUCTURAL ADJUSTMENTS WHICH MUST BE MADE AS A WHOLE NEW GENERATION OF JOBS AND WORKERS ENTER THE LABOUR MARKET.

THE WORLD OF WORK IS UNDERGOING RADICAL AND REVOLUTIONARY CHANGES - THE RATE OF CHANGE HAS BEEN COMPRESSED BY THE RECESSION, CREATING CONDITIONS NOW THAT WE HAD PREDICTED WOULD NOT OCCUR

PRIOR TO THE MID-1980s. THESE CHANGES WILL ONLY INTENSIFY AS THE ECONOMY MOVES INTO HIGH GEAR.

ALTHOUGH THE RECESSION HAS DAMPENED INDUSTRY'S ABILITY TO TAKE FULL ADVANTAGE OF TECHNOLOGICAL INNOVATION, THE ADVENT OF THE MICROPROCESSOR HAS RAPIDLY PUSHED US TO THE BRINK OF WHAT HAS BEEN COINED THE "POST INDUSTRIAL OR INFORMATION SOCIETY." THE QUESTION OF THE IMPACT OF NEW TECHNOLOGY ON THE TOTAL AMOUNT OF WORK AVAILABLE WILL NOT BE ANSWERED IN THIS DECADE. WE DO KNOW, HOWEVER, THAT AUTOMATION IS RESPONSIBLE FOR TRENDS IN JOB-LESS ECONOMIC GROWTH, AND FOR NEW PATTERNS IN SKILLS AND IN THE KINDS OF JOBS AVAILABLE.

YET THERE ARE EXCITING EMPLOYMENT OPPORTUNITIES ON THE HORIZON: THERE WILL BE JOBS CREATED BY PROMISING NEW INNOVATION INDUSTRIES SUCH AS VIDEOTEX. IMPLEMENTER OCCUPATIONS WILL GROW - TECHNICAL STAFF TO DEVELOP AND INSTALL THE TECHNOLOGY ITSELF. HOWEVER, IN THE LONG RUN, MOST EMPLOYMENT WILL COME FROM A THIRD SOURCE - WORK IN TRADITIONAL INDUSTRIES THAT HAS BEEN ENHANCED AND ENRICHED BY COMPUTER TECHNOLOGY.

THE "SKILLS GAP" IS THE MAJOR ISSUE THREATENING OUR SUCCESSFUL TRANSITION FROM A MECHANICAL TO A MICROCHIP AGE. THE CHALLENGE IS TO MANAGE THE APPLICATION OF NEW TECHNOLOGY. LABOUR MARKET POLICY IS ONE OF THE LEVELS AT OUR DISPOSAL.

STILL, WE DO NOT WANT TO MERELY DOMINATE TECHNOLOGY. ACCOMPANYING THE MATURATION OF THE BABY BOOM GENERATION, "THE BIG GENERATION," IS AN EVOLUTION OF NEW ATTITUDES TOWARDS WORK - FROM THE DESIRE TO ACHIEVE QUANTITATIVE REWARD TO THE IMPORTANCE OF EMPLOYMENT WHICH PROVIDES GREATER SELF FULFILLMENT AND ENRICHMENT AND PROMOTES GREATER FREEDOM AND EQUITY. THUS WE WANT TO CHANNEL TECHNOLOGY TOWARDS THESE HUMAN GOALS.

A FUTURE AGENDA

ALTHOUGH EMPLOYMENT PROBLEMS CAUSED BY THE DOWNTURN HAVE OVERSHADOWED FUTURE CONSIDERATIONS, WE ARE RESHAPING OUR POLICIES TO BETTER REFLECT THE REALITIES OF THE LABOUR MARKET AND THE ASPIRATIONS OF THE CANADIAN PUBLIC. ALL INITIATIVES WILL BE UNDERTAKEN WITHIN THAT FRAMEWORK OF CONSULTATION AND CONSENSUS.

LET ME SKETCH WHAT IS ON THE AGENDA:

- . THE NEW NATIONAL TRAINING PROGRAM WILL SPEARHEAD OUR EFFORTS TO PROVIDE CANADIANS WITH THE NEW SKILLS: THROUGH THE SKILLS GROWTH FUND WE WILL MODERNIZE TRAINING FACILITIES TO SPUR NEW TRAINING. INCENTIVES WILL BE GIVEN TO DO MORE TRAINING IN JOBS OF NATIONAL IMPORTANCE, TO TRAIN THE HANDICAPPED AND TO RETRAIN WORKERS EMPLOYED IN INDUSTRIES UNDERGOING TECHNOLOGICAL INNOVATION. WOMEN, WHO ARE OVER-REPRESENTED IN LOW SKILL OCCUPATIONS WILL BEAR THE BRUNT OF TECHNOLOGICAL INNOVATION. KEY PARTS OF THE PROGRAM WILL STRENGTHEN THE INCENTIVES TO

EMPLOYERS WHO TRAIN WOMEN IN THE CRITICAL SKILLS AREA. IN JANUARY, WE WILL BE HOLDING A C.O.P.S. CONFERENCE TO IDENTIFY WITH PROVINCIAL GOVERNMENTS, BUSINESS AND LABOUR, TRENDS IN THE LABOUR MARKET SO THAT FEDERAL TRAINING RESOURCES CAN BE EFFICIENTLY CHANNELLED.

- . UNDER THE INDUSTRY AND LABOUR ADJUSTMENT PROGRAM (ILAP) WE WILL CONTINUE TO SUPPORT WORKERS WHOSE JOBS MAY BE LOST THROUGH INDUSTRIAL RESTRUCTURING OR TRANSFORMED BY THE NEW TECHNOLOGY. WORKERS WILL BE TRAINED OR RETAINED IN THE NEW SKILLS SO THAT THEY CAN STRADDLE THE GAP BETWEEN TRADITIONAL EMPLOYMENT AND THE NEW TECHNOLOGICAL WORLD.
- . CANADA'S YOUNG PEOPLE NEED SPECIAL ATTENTION. THE CRUX OF THEIR ANXIETY LIES IN LANDING THAT FIRST FULL-TIME JOB. A NEW YOUTH STRATEGY WILL FOCUS ON FACILITATING THEIR ENTRY INTO THE LABOUR MARKET BY EXPANDING WORK EXPERIENCE PROGRAMS WHICH WILL BRIDGE THAT GAP BETWEEN THE CLASSROOM AND THE WORK PLACE. FOR EXAMPLE, SUMMER EMPLOYMENT INITIATIVES WILL EXPAND INTERNSHIP AND WORK/STUDY PROGRAMS.
- . THE ENHANCEMENT OF EQUITY IN THE WORK PLACE IS VITAL. NATIVE PEOPLE, WOMEN, THE HANDICAPPED AND DISADVANTAGED EXPERIENCE BARRIERS TO EMPLOYMENT OPPORTUNITY AND ARE THUS RELEGATED TO THE SIDELINES OF THE ECONOMY. TO OVERCOME THIS, WE WILL PROMOTE THE ADOPTION OF AFFIRMITIVE ACTION PROGRAMS TO ROOT OUT THE

SYSTEMIC CAUSES WHICH INHIBIT FULL AND EQUAL PARTICIPATION. THIS WILL BE ACHIEVED THROUGH CONSULTATION AND COOPERATION WITH LABOUR AND THE BUSINESS COMMUNITY.

- . WE WILL BE SERIOUSLY LOOKING AT NEW WORK SCHEDULES - HOW WORK AND SKILLS ARE TO BE DISTRIBUTED IN THE FUTURE. THE SHORTENING LIFESPAN OF NEW TECHNOLOGIES, THE GROWTH IN PART-TIME WORK AND THE DESIRE FOR QUALITATIVE WORK EXPERIENCES ILLUSTRATE THE NEED TO IMPLEMENT MORE FLEXIBLE WORK ARRANGEMENTS. WORK SHARING, JOB SHARING, VOCATIONAL WORK LEAVE, HAVE THE POTENTIAL TO TAP A NEW QUALIFIED POOL OF LABOUR AND CREATE A HIGHLY SKILLED AND HIGHLY QUALIFIED WORK FORCE. WE WILL SOON LAUNCH A FORMAL PROCESS TO REVIEW THE WHOLE AREA OF PROFESSIONAL AND SKILLS LEAVE.

- . THIS RECESSION HAS INCREASED THE NEED TO REEXAMINE OUR UNEMPLOYMENT INSURANCE SYSTEM. THERE IS A FEELING OF UNCERTAINTY AND FEAR AMONG BOTH THE EMPLOYED AND THE UNEMPLOYED THAT THIS SECURITY NET IS IN DANGER OF COLLAPSE. WE HAVE ALREADY RESPONDED TO THE UNFORESEEN PROBLEM OF EXHAUSTEES AND WILL CONTINUE TO MONITOR THE SITUATION OVER THE WINTER. AT THE SAME TIME WE NEED TO UNDERTAKE A REVIEW OF UI REGULATIONS, THROUGH A CONSULTATIVE PROCESS, TO ENSURE THAT EQUITY AND FAIRNESS ARE ENSHRINED AND THAT NEW DEMAND FOR LIFESTYLE FLEXIBILITY IS GIVEN FULL CONSIDERATION.

THESE ARE SOME OF THE ISSUES WE ARE RESPONDING TO SO AS TO ENSURE THAT WE CAN RIDE THE CREST OF CHANGE IN THE WORLD OF WORK. BY UNDERTAKING STRUCTURAL ADJUSTMENTS NOW WE WILL SMOOTH THE TRANSITION INTO THE FUTURE. IF WE CAN AVOID THE JOLTS, WE HAVE AN EXCELLENT OPPORTUNITY TO BUILD A WORK FORCE WHICH HAS THE SKILLS TO HARNESS OUR ECONOMIC POTENTIAL AND AT THE SAME TIME MEET THE LIFESTYLE EXPECTATIONS OF CANADIANS.

CONCLUSIONS

THIS IS NOT THE TIME TO SEEK REFUGE IN THE STATUS QUO BUT A TIME TO REACH OUT FOR NEW HORIZONS, FOR NEW INNOVATIVE SOLUTIONS TO BOTH THE PROBLEMS CREATED BY THE RECESSION AND THE CHALLENGES PRESENTED BY THE INFORMATION SOCIETY. CANADA AND CANADIANS HAVE A POTENTIAL FOR EXCELLENCE UNRIVALED IN THE GLOBAL COMMUNITY.

THE CROW, WORK SHARING AND THE NEW TRAINING ACT SERVE AS STRONG REMINDERS OF WHAT CAN BE ACHIEVED WHEN WE POOL OUR INFORMATION, OUR ENERGIES AND OUR CREATIVITY. WE WILL ONLY BE ABLE TO MEASURE OUR FUTURE PROGRESS AGAINST OUR ABILITY TO BUILD STRONG AND CONTINUING PARTNERSHIPS. THE FEDERAL GOVERNMENT CANNOT AND WILL NOT CHART CANADA'S COURSE ALONE. ALL SECTORS OF CANADIAN SOCIETY MUST BE PREPARED TO TAKE THE HELM.



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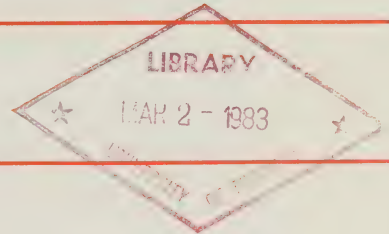
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Subject

Date
Sujet



A TRANSCRIPT OF A SPEECH
BY THE
HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION
TO THE
THIRD NATIONAL CONFERENCE OF TEACHERS OF ENGLISH
AS A SECOND LANGUAGE, CANADA (TESL, CANADA)
EDMONTON, ALBERTA
NOVEMBER 11, 1982

I AM VERY PLEASED TO BE HERE TONIGHT. I AM FASCINATED BOTH BY THE GENERAL NATURE OF YOUR PROFESSION AND ALSO SPECIFICALLY, AS YOUR PRESIDENT HAS INDICATED, IN THE TESL PROPOSALS, THAT CAME FORWARD TO US THIS SPRING, DEALING WITH THE QUESTION OF SECOND LANGUAGE TRAINING FOR IMMIGRANTS COMING INTO THIS COUNTRY. IF YOU INDULGE ME FOR A MOMENT I'D LIKE TO TALK A LITTLE BIT ABOUT LANGUAGE POLICY.

WE SPEND A LOT OF TIME IN THIS COUNTRY TALKING ABOUT LANGUAGE POLICY. IF YOU ADDED UP THE PAGES OF HANSARD AND LOOKED AT THE DEBATES AND DISCUSSIONS, CONFLICTS AND CONFRONTATIONS THAT HAVE TAKEN PLACE OVER THE YEARS IN THIS COUNTRY, LANGUAGE POLICY HAS BEEN VERY MUCH AT THE CENTRE OF THOSE FORUMS - WE HAVE HAD TO BE VERY CAREFUL AS A COUNTRY REGARDING HOW WE DEFINE OUR LANGUAGE POLICIES PER SE. THIS POLICY PLAYS A VERY MAJOR FORMATIVE ROLE IN THE SHAPING OF CANADA, WITH TWO MAJOR LANGUAGE GROUPS COMING TOGETHER IN THIS UNEASY ALLIANCE. IT HAS TAKEN, AS WE KNOW, OVER A HUNDRED YEARS TO FIND SOME EFFECTIVE MEANS OF PROVIDING A LEGAL, CONSTITUTIONAL STRUCTURE IN WHICH LANGUAGE CAN BE DEFINED TO A LEVEL OF SATISFACTION TO MOST CANADIANS. THE DEBATE THAT WE ENGAGED IN FROM 1980 UNTIL LAST SPRING, INDICATED HOW PROFOUND AND DEEP AN ISSUE IT IS IN ALL PARTS OF CANADA.

LANGUAGE POLICY HAS ALWAYS BEEN VERY CRITICAL TO OUR UNDERSTANDING OF OUR OWN PSYCHE AS A NATION AND HAS ALSO BEEN CRITICAL TO US AS A COUNTRY IN DEFINING OUR SPECIAL CHARACTERISTICS AS A COUNTRY. WHETHER WE ARE TALKING ABOUT LANGUAGE AS A SPOKEN DIALECT, A MORSE CODE SIGNAL OR THE NEW SOFTWARE OF THE 'INFORMATION SOCIETY', IT REALLY IS PART AND PARCEL OF WHAT WE ARE DOING. YET, INTERESTINGLY ENOUGH, LANGUAGE POLICY NEVER APPEARS AS ONE OF THE HALLMARKS OF WHAT WE SHOULD BE ADDRESSING OURSELVES TO IN THE WAY OF A CONTEMPORARY SOCIETY. IT ALWAYS SEEMS TO BE A LITTLE BIT OF AN AFTER-THOUGHT EXCEPT WHEN WE WORK OUR WAY SLOWLY TO IT, WE REALIZE WE HAVE TO BE MUCH MORE CAREFUL ABOUT WHAT WE DO.

THERE IS NO MORE SENSITIVE AND DELICATE AN AREA WHERE LANGUAGE IS AN ISSUE THAN IN THE AREA OF IMMIGRATION. THERE'S AN OLD CLICHE THAT A NATION DEFINES ITS VALUES AS A COUNTRY ACCORDING TO HOW IT TREATS THE MOST DISADVANTAGED CITIZENS AMONGST IT. I'D ACTUALLY AMEND THAT TO SAY THAT PERHAPS A BETTER DEFINITION OF THE VALUES, STANDARDS AND MORES OF A NATION IS HOW IT TREATS THE DISADVANTAGED BEYOND ITS BORDERS. I BELIEVE THAT THAT ISSUE WAS MOST DRAMATICALLY SEEN BY CANADIANS DURING THE LAST TWO OR THREE YEARS WITH THE VERY LARGE IMMIGRATION INTO THIS COUNTRY BY SOUTH EAST ASIANS, BECAUSE OF THE MAJOR CRISIS FACED IN THAT PART OF THE WORLD IN RELATION TO THE REFUGEE SITUATION. LIKE MANY OTHER COUNTRIES, WE RESPONDED WITH A VERY WARM, OPEN, AND EFFUSIVE

RESPONSE. WE HAVE ESTIMATED THAT FROM THE OPENING PERIOD OF THE 'BOAT PEOPLE' CRISIS WE ACCEPTED IN CANADA CLOSE TO 80,000 SOUTH EAST ASIAN REFUGEES. AS MOST OF YOU WOULD KNOW, WE ARE NOW EXPERIENCING IN EFFECT THE SECOND ROUND OF MIGRATION, BECAUSE MANY OF THOSE WHO HAVE NOW LANDED - AND ACQUIRED THE CERTAIN PRIVILEGES UNDER THE IMMIGRATION ACT - ARE NOW APPLYING TO BRING THEIR RELATIVES AND CLOSE DEPENDANTS OUT OF VIETNAM AND THE INDO-CHINESE PENINSULA. WE ARE NOW BEGINNING TO GET A SECOND ROUND OF APPLICATIONS AND RECEPTION.

WHAT WE HAVE LEARNED FROM EXPERIENCE IS HOW MUCH LANGUAGE PRESENTS SPECIAL PROBLEMS FOR THE MIDDLE EAST AREA IMMIGRANTS AND REFUGEES. I GUESS ITS ALWAYS BEEN HERE. I GREW UP IN THE NORTH END OF WINNIPEG, A CLASSIC POLYGLOT COMMUNITY OF POLISH, UKRANIANS, RUSSIANS, GERMANS AND JEWS. THE SCHOOLS AND OTHERS FORMED A BASIC CHANNEL OF INTEGRATION INTO THAT SOCIETY; BUT NOT WITHOUT TROUBLE, DISCRIMINATION, AND NOT WITHOUT THE KIND OF PSYCHOLOGICAL TRAUMA THAT MANY HAD TO GO THROUGH WITH ADAPTING AND ACQUIRING THE TOOLS AND ABILITIES TO FIT INTO A NEW COUNTRY.

DUE TO MY HISTORICAL INTEREST, I'VE READ SOME OF THE RECORDS OF THE FIRST IMMIGRATION MINISTER OF CANADA, WHO ALSO CAME FROM MANITOBA, CLIFFORD SIFTON, AND THE GREAT WAVES OF IMMIGRANTS FROM EASTERN EUROPE WHO SETTLED THE PRAIRIE REGIONS AND THE ENORMOUS STRUGGLES THEY UNDERWENT TO ADAPT AND INTEGRATE INTO WHAT WAS THEN A VERY HIGHLY-STRUCTURED SOCIETY. HOWEVER, COMPARED TO TODAY, THEY HAD AN ENORMOUS

AMOUNT OF FREEDOM, WITH THE ABILITY TO SETTLE ON LAND, TO HOMESTEAD WAS OPEN TO THEM; WHEREAS NOW WE'RE A MUCH MORE COMPLICATED, COMPLEX SOCIETY IN WHICH LANGUAGE BECOMES FAR MORE CRITICAL IN TERMS OF FINDING A PLACE, A POSITION, IN THE HIGHLY-STRUCTURED AND DIFFERENTIATED WORLD THAT IS EVOLVING IN CANADA. WE KNOW JUST HOW MUCH OF A BARRIER THE LANGUAGE PROBLEM HAS BECOME FOR SOME OF THE NEW IMMIGRANTS.

AS SOME OF YOU KNOW, WE UNDERTOOK A TRACKING STUDY OF SOME OF THE VIETNAMESE REFUGEES AT THE BEGINNING OF 1980, WORKING WITH MANY OF THE COMMUNITY ORGANIZATIONS INVOLVED. THAT PARTICULAR EVALUATION AND ASSESSMENT, OF WHICH MANY OF THE FINDINGS PERTAIN TO THE REPORT THAT YOU PRESENTED TO US IN THE SPRING, FOUND OUT THAT THERE IS A MAJOR DIFFERENCE, FOR EXAMPLE, BETWEEN REFUGEES WHO ARRIVE BY GOVERNMENT SPONSORSHIP AND THOSE THROUGH PRIVATE SPONSORSHIP NOT IN TERMS OF EMPLOYABILITY, MOBILITY, FAMILY INCOME OR EARNING, BUT ON THE CRITICAL ISSUE OF LANGUAGE THERE IS A DIFFERENCE. THERE IS A SUBSTANTIAL DIFFERENTIATION, DISPARITY AND GAP BETWEEN THOSE WHO ARE ABLE TO ENJOY IN PART THE KIND OF SUPPORT THAT WE PROVIDE AS THE GOVERNMENT OF CANADA TO OUR SPONSORED REFUGEES AND THOSE WHO HAVE PRIVATE SPONSORSHIP - NOT IN TERMS OF COMFORT, COUNSELLING AND PERSONAL SUPPORT BUT IN THAT FUNDAMENTAL ACQUISITION OF THE SKILL OF COMMUNICATING AND ACQUIRING THAT LANGUAGE TO BE ABLE TO PUT SKILLS AND APTITUDES TO USE IN OUR COUNTRY.

AS A RESULT WE HAVE SEEN AN ENORMOUS INCREASE IN THE KIND OF COMMITMENTS THAT WE HAVE HAD TO MAKE. THE AMOUNT OF MONEY THAT WE HAVE SPENT IN LANGUAGE TRAINING IS ALMOST DOUBLED OVER THE PERIOD OF 1979-80. THERE HAS BEEN AN ENORMOUS DEMAND AND DRAW ON THE RESOURCES THAT WE CAN OFFER, UNDER THE EXISTING AND CONVENTIONAL CIRCUMSTANCES. YET WE KNOW FULL WELL FROM THE EVALUATION, THAT IN ITSELF IS NOT ENOUGH - WE RECOGNIZE SOME OF THE VERY SERIOUS GAPS THAT EXIST. THIS CERTAINLY WAS THE UNDERLYING NEED BY TESL.

I AM CONCERNED ABOUT THE LACK OF SERVICES IN RURAL AREAS, SMALL TOWNS AND COMMUNITIES. IT IS A MAJOR PROBLEM FOR ALL OF US TO FACE - HOW WE CAN DECENTRALIZE THE SYSTEM TO PROVIDE A BETTER RANGE OF SERVICES WHICH OBVIOUSLY MEANS THE REQUIREMENT FOR MUCH CLOSER COOPERATION, INTEGRATION AND CO-ORDINATION WITH LOCAL BODIES, SCHOOLBOARDS AND OTHERS. THE LACK OF ANY REAL STANDARDS, OBJECTIVES OR GOALS, IN THE PROVISIONAL LANGUAGE TRAINING WHICH VARIES SUBSTANTIALLY FROM ONE PART OF THE COUNTRY TO ANOTHER. ITS QUITE ASTOUNDING AS I GO FROM ONE REGION TO THE OTHER AND MEET WITH OUR OWN OFFICERS WHO ARE DEALING WITH THIS AREA, TO REALIZE WHAT AN ENORMOUS GAP THERE IS BETWEEN DIFFERENT PARTS OF CANADA IN THE APPLICATION OF LANGUAGE PROGRAMS.

THE PROBLEMS FACED BY IMMIGRANT AND REFUGEE WOMEN, WHO HAVE COME IN AND WHO STILL IN LARGE PART, ARE CAPTIVE TO THE HOME BECAUSE THEY DO NOT HAVE THE SAME OPPORTUNITIES AND ACCESS THAT THEIR CHILDREN AND SPOUSES HAVE, ARE SERIOUS - THE GROWING STRAINS THAT OCCUR AS THE CHILDREN

AND THE WORKER BECOME PART OF THAT CANADIAN SOCIETY AND THE WOMAN IS LEFT AT HOME WITHOUT THE ABILITY TO COMMUNICATE OR MOVE INTO A COMMUNITY CONTEXT OR FIND THE BASIC ABILITY TO SURVIVE. I HAVE A LARGE NUMBER OF VIETNAMESE REFUGEES WHO SETTLED IN MY RIDING IN WINNIPEG AND YOU CAN SEE THIS PHENOMENON AS YOU GO DOOR-TO-DOOR. AS I TALK TO PEOPLE AND THEIR CHILDREN YOU SEE THAT IT DOESN'T TAKE KIDS AT SCHOOL LONG TO PICK UP THE LANGUAGE, THE LINGO, AND ALL THE HABITS AND ATTITUDES. YET, IF YOU GO BACK TO THEIR HOMES AND SMALL APARTMENTS AND TALK TO THEIR PARENTS YOU FIND THAT THERE IS A SUBSTANTIAL AND LARGE GAP BETWEEN THEM AND YOU CANNOT HELP BUT WONDER WHAT THAT DOES IN TERMS OF THE FAMILY AND COMMUNITY IF THAT DISPARITY CONTINUES.

AS WELL, IN THE WORKPLACE, REFUGEES HAVE FELT AN ENORMOUS ECONOMIC PULL TO ACQUIRE WORK AS QUICKLY AS POSSIBLE AND TO FOREGO AN EXTENDED LANGUAGE PROGRAM. WE ARE NOW SEEING IN OUR EMPLOYMENT CENTRES AND OUR IMMIGRATION CENTRES THE TURNAROUND IN THAT; WHEREAS THE ECONOMY HAS FALLEN INTO A DEEP RECESSION AND THEY ARE LET GO, THEY ARE EXTRAORDINARILY VULNERABLE TO THE ECONOMIC CAPRICES THAT WE FACE BECAUSE OF THAT LACK OF LANGUAGE. IN MANY CASES, OF GOOD SPIRIT AND PROPER SUPPORT, SPONSORING GROUPS HAVE FOUND JOBS FOR PEOPLE AND EMPLOYERS WERE PREPARED TO PROVIDE A LITTLE MARGIN ON THE END OF THE LABOUR COST TO ALLOW IT TO HAPPEN. BUT THE TIMES ARE TOUGH AND EMPLOYERS MUST CUT TO THE BONE AND THEN THOSE WHO ARE THE LEAST ABLE TO COMPETE ARE THE FIRST TO GO.

I SEE IT IN A VERY REAL WAY IN TERMS OF THE ENORMOUSLY INCREASING DEMAND UPON OUR ADJUSTMENT ASSISTANCE FUND, WHICH IS BASICALLY THE WAY WHICH WE PROVIDE HOUSING AND WHEREWITHAL TO REFUGEES IN THIS COUNTRY. THE DEMAND HAS INCREASED, WITH THE LENGTH OF TIME GOING FROM AN AVERAGE OF TWO TO THREE MONTHS TO SIX OR SEVEN MONTHS. THE COST HAS GONE UP EXTRAORDINARILY AND MY OWN BUDGETS ARE BEING STRAINED BY THAT PROBLEM SIMPLY BECAUSE OF THE LENGTH OF TIME AND THE DEMAND PLACED UPON BY SO MANY PEOPLE COMING BACK INTO THE SYSTEM.

I THINK THE ONE THING THAT IS VERY IMPORTANT FOR US TO EXAMINE IS THE IMPORTANCE OF THAT LANGUAGE PROGRAM, IN LIGHT OF THE CHANGES WE ARE NOW MAKING IN TERMS OF THE TOTAL PROGRAM OF IMMIGRATION. I WOULD HOPE THAT IN YOUR NEXT TWO DAYS OF MEETINGS YOU WILL SPEND SOME TIME LOOKING AT HOW FUNDAMENTALLY WE HAVE ALTERED OUR PROGRAMS OF IMMIGRATION AND FOR REFUGEES OVER THE LAST TWO OR THREE YEARS. WE HAVE NOW GONE INTO A REGULAR PLANNING PROGRAM WHERE WE NO LONGER JUST RESPOND TO CRISES - SUCH AS THOSE PEOPLE IN THE BOATS IN SOUTHEAST ASIA OR CHILEANS BEING THROWN OUT OF THE COUNTRY - WE NOW HAVE A REGULAR, ESTABLISHED PROGRAM OF REFUGEE ACCEPTANCE BASED UPON A BROAD-BASED CONSULTATION WITH PROVINCIAL GOVERNMENTS, NON-GOVERNMENTAL ORGANIZATIONS AND INTERNATIONAL AGENCIES SO THAT EACH YEAR NOW WE BRING IN REFUGEES NOT JUST FROM THE PRESSURE POINTS.

FOR EXAMPLE, WE ARE BRINGING THEM IN FROM LATIN AMERICA. CANADA IS THE ONLY NON-LATIN AMERICAN COUNTRY THAT WOULD ACCEPT SALVADOREANS. WE ARE ACCEPTING THEM IN LARGE NUMBERS, CLOSE TO A THOUSAND THIS YEAR ALONE, BECAUSE WE FEEL THAT THE THREAT OF POLITICAL PERSECUTION FROM THAT PARTICULAR REGION OF THE WORLD IS NOW REACHING A LEVEL OF UNACCEPTABLE STANDARDS, AND THEREFORE WE ARE PREPARED TO BRING THEM IN. IN FACT, WHAT WE ARE DOING, WHERE REFUGEES ARE APPLYING FOR ACCEPTANCE IN PLACES LIKE THE UNITED STATES AND BEING REFUSED, WE ARE NOW BRINGING THEM INTO CANADA AS A SECOND ROUND BECAUSE WE FEEL THAT THERE ARE POLITICAL REASONS WHY WE MUST DO THAT.

WE HAVE NOW EXTENDED OUR REFUGEE PROGRAM THIS YEAR TO INCLUDE SUBSTANTIAL NUMBERS COMING IN FROM AFRICA, AN AREA FROM WHICH THIS COUNTRY NEVER RECEIVED REFUGEES BEFORE. AGAIN, IF YOU LOOK WHAT IS HAPPENING, PARTICULARLY IN THE HORN OF AFRICA, THE INABILITY TO PROVIDE RE-SETTLEMENT IN THAT REGION HAS SURPASSED THE PROPORTIONS WE ESTABLISHED IN OUR NEW IMMIGRATION LEVELS - A TARGET OF A LITTLE OVER A THOUSAND AFRICANS ARE COMING IN, AGAIN CONCENTRATING ON THOSE CASES WHERE THE POLITICAL PERSECUTION IS MOST SEVERE. WE DO THE SAME WITH THE MIDDLE EAST - THIS YEAR ALONE WE WILL BE BRINGING OUT A NUMBER OF MINORITY GROUPS FROM THE MIDDLE EAST - THE B'HAIS AND CERTAIN CHRISTIAN GROUPS.

WE HAVE ESTABLISHED, AS SOME OF YOU MIGHT KNOW, A NEW PROGRAM FOR PERSECUTED MINORITIES. GROUPS OF CANADIANS,

- CHURCH GROUPS OR COMMUNITY GROUPS, WHO DETECT AN AREA IN WHICH THERE IS GROWING SUPPRESSION OCCURRING - WHICH MAY NOT REACH THE LEVEL OF NEW DEFINITIONS OF REFUGEES AS THE U.N. DEFINES IT, IN TERMS OF STRENGTH OF THE PERSECUTION BUT SUPPRESSION WHICH INVOLVES THE LOSS OF A JOB OR CHILDREN DENIED ACCESS TO A SCHOOL - WE NOW CAN WORK WITH THE GOVERNMENT TO BRING PEOPLE OUT OF THOSE COUNTRIES. WE ARE BRINGING FALASHA JEWS OUT OF ETHIOPIA, THE SAME IS TRUE IN ARGENTINA - TO HELP CANADIAN ORGANIZATIONS WHO SPONSOR PEOPLE IN THAT AREA.

AS A RESULT OF THESE EFFORTS THE SOURCES OF PEOPLE COMING INTO THIS COUNTRY HAS BROADENED - WE ARE NOW ACCEPTING PEOPLE FROM OVER 148 COUNTRIES, WHICH IS A SUBSTANTIAL NUMBER. THIS ALSO MEANS THAT THE REQUIREMENTS FOR SETTLEMENT AND IMMIGRATION BECOME THAT MUCH MORE SEVERE. WHERE DO WE GO FROM HERE?

TWO YEARS AGO I ESTABLISHED A TASK FORCE ON IMMIGRATION TO ADVISE ME AS TO THE VARIOUS STEPS THAT WE SHOULD UNDERGO TO TAKE THE NEW IMMIGRATION ACT AS IT WAS WRITTEN AND PASSED BY PARLIAMENT IN 1978 AND DECIDE HOW IT SHOULD BE IMPLEMENTED. A PIECE OF LEGISLATION ONLY MAKES SENSE WHEN YOU START PUTTING FLESH AND BONES TO IT, WHEN YOU ACTUALLY GIVE IT SOME CHARACTER AND SOME LIFE. THAT IS VERY MUCH SHAPED BY POLICY; YOU CAN TAKE THE SAME PIECE OF LEGISLATION AND MAKE A VERY DIFFERENT ACT OUT OF IT, DEPENDING UPON HOW YOU WANT TO APPLY IT.

THIS GROUP OF INDEPENDENT CITIZENS IDENTIFIED A SERIES OF PRIORITIES. THE FIRST WAS TO TOTALLY CLARIFY OUR REFUGEE PROGRAMS - TO LIBERATE, IN A SENSE THE REFUGEE SYSTEM AND ENSURE THAT THE ADVISORY COMMITTEE FOR REFUGEES WAS SEPARATE IN THE COMMISSION AND THAT WE REDEFINE THE DEFINITION OF A REFUGEE SO THAT THERE WOULD BE A MUCH BROADER RANGE OF CALCULATIONS AND CRITERIA. THAT HAS TAKEN PLACE. THE SECOND QUESTION WAS THE WHOLE PROBLEM OF ILLEGAL IMMIGRATION WHICH IS NOW BEING ADDRESSED BY THE ADVISORY COUNCIL.

THE THIRD AREA WAS THE WHOLE QUESTION OF SETTLEMENT. THE TASK FORCE CONCLUDED AT THAT TIME - AND IT WON'T COME AS ANY GREAT SURPRISE, THAT THE EXISTING STRUCTURE OF IMMIGRATION SETTLEMENT PROGRAMS WAS NOT ADEQUATE TO THE IMMIGRATION POLICY WE HAD ESTABLISHED. THERE WAS ASYMMETRY BETWEEN THE TWO. BECAUSE OF THE CHANGING NATURE OF OUR IMMIGRATION AND REFUGEE PROGRAMS THE STRUCTURES THAT WE HAD ESTABLISHED FOR LANGUAGE TRAINING NO LONGER FIT - THEY WERE SIMPLY OUT OF SYNC, OUT OF TUNE. TO RESPOND, THE MINISTER OF MULTICULTURALISM AND MYSELF INITIATED REVIEW, BEGINNING LAST YEAR, OF OUR TWO DEPARTMENTS, TO TOTALLY RE-EXAMINE THE ISSUE OF WHAT HAPPENS WHEN A PERSON COMES TO CANADA AND TAKE A LOOK AT THE OTHER SIDE OF THE IMMIGRATION LEDGER.

TO MY MIND OFTEN THE MOST CRITICAL SIDE, BECAUSE AS IMMIGRATION MINISTER I BELIEVE FIRMLY THAT OUR ABILITY TO DELIVER AN OPEN AND THOUGHTFUL IMMIGRATION POLICY IS DEPENDENT UPON THE ACCEPTANCE OF THE CANADIAN PUBLIC TO DO SO. THUS,

IF WE DON'T PROVIDE PROPER IMMIGRATION SETTLEMENT FOR THOSE WE BRING, THERE WILL BE A REACTION, A BACKLASH, AND THEREFORE PART OF OUR JOB MUST BE TO ENHANCE THE ABILITY FOR THOSE WHO COME TO CANADA TO BECOME PART OF THE SOCIETY AND COMMUNITY - WITHOUT FORMING A KIND OF HOSTILITY AND ANTAGONISM THAT CAN GROW. WE'VE SEEN IT VERY CLEARLY IN THE UNITED STATES IN THE PAST YEAR WITH THE LARGE WAVES OF REFUGEES COMING IN - THE BACKLASH THAT WAS CREATED RESULTED IN A NEW IMMIGRATION ACT WHICH WAS FAR MORE RESTRICTIVE THAN THE ONE THAT WAS THERE BEFORE. I DON'T WANT THAT TO HAPPEN IN THIS COUNTRY. WE MUST MAINTAIN, WHAT I BELIEVE IS A CONSENSUS IN THIS COUNTRY, IN ORDER TO CONTINUE AN OPEN IMMIGRATION POLICY.

SO THE SIDE OF SETTLEMENT IS VERY CRITICAL TO WHAT WE ARE DOING. AND WHAT WE HAD TO DECIDE WAS FIRST THE NEED TO ELIMINATE THE OBSESSIVENESS THAT WE HAVE FOUND TIME AND AGAIN WITH THAT "TERRITORIAL IMPERATIVE" - EVERYONE WANTS TO PROTECT THEIR TURF. THERE ARE ALL KINDS OF PEOPLE PROTECTING THEIR TURF IN THIS COUNTRY - SCHOOLBOARDS, CITIES, PROVINCIAL AND FEDERAL GOVERNMENTS AND BETWEEN DEPARTMENTS - WE'VE GOT THIS RULE THAT SAYS I'M RESPONSIBLE UP TO THE FIRST TWO YEARS OF SETTLEMENT AND THEN MULTICULTURAL TAKES OVER. IT DOESN'T MAKE SENSE. THERE IS A VERY STRONG STREAM OF CONTINUITY BETWEEN THE TWO AND YET THE THING WAS CUT INTO PIECES AND PARTS. THE REVIEW IS TACKLING THIS VERY PROBLEM AND I HOPE THAT AT THE BEGINNING OF THE YEAR WE WILL BE READY TO UNDERTAKE A VERY BROAD-BASED

CONSULTATION AMONGST THOSE WHO ARE VITALLY CONCERNED ABOUT RESETTLEMENT. THUS, A COMPREHENSIVE SETTLEMENT POLICY IS UNDERWAY AND HAS GONE THROUGH SEVERAL DIFFERENT METAMORPHOSES.

HOWEVER, AT THE SAME TIME I RECOGNIZE THAT THE PROBLEM WILL NOT WAIT - THAT LONGER-TERM CONSULTATION AND RESOLUTION. IN THE MEANTIME, WE HAVE FELT, IN THE EMPLOYMENT AND IMMIGRATION COMMISSION, THAT WE HAD TO TAKE A NUMBER OF NEW STEPS PARTICULARLY IN RELATION TO LANGUAGE TRAINING, TO BOTH INDICATE OUR RESPONSE TO THE REPRESENTATIONS MADE BY THIS ORGANIZATION AND MANY OTHERS, TO SHOW OUR GOOD FAITH AND ALSO TO PROVIDE SOME REAL HELP WHERE IT IS MOST IMPORTANT. I'D LIKE TO OUTLINE SOME OF THE STEPS THAT WE ARE NOW TAKING.

I THINK THAT PERHAPS MOST IMPORTANT IS THE ENACTMENT AND APPLICATION OF THE NEW NATIONAL TRAINING ACT WHICH IS A MAJOR INITIATIVE BY THE FEDERAL GOVERNMENT TO SUBSTANTIALLY BROADEN AND MAKE MORE FLEXIBLE THE AVAILABILITY OF TRAINING ACROSS CANADA. ITS NOW A BILLION DOLLAR PROGRAM IN THIS COUNTRY AND WE HAVE NOW SIGNED AGREEMENTS WITH ALL OF THE PROVINCES EXCEPT TWO.

THE ACT GIVES US THE ABILITY TO NOT ONLY OFFER TRAINING AT A MUCH LOWER AGE TO PEOPLE SO THAT WE CAN ELIMINATE THE ONE YEAR OUT OF SCHOOL REQUIREMENT AND START DEALING WITH YOUNGER PEOPLE AT A MUCH EARLIER AGE THROUGH OUR COMMISSION. BUT BECAUSE OF THE SKILLS GOAL FUND, WE CAN NOW GIVE DIRECT CAPITAL GRANTS TO NON-PROFIT ORGANIZATIONS AND COMMUNITY ORGANIZATIONS THAT WILL OFFER SPECIAL TRAINING TO GROUPS WITH SPECIAL NEEDS. CAPITAL GRANTS FOR FACILITIES, EQUIPMENT,

CURRICULUM DEVELOPMENT AND ONGOING SUPPORT. THE INVITATION IS OPEN TO MAKE USE OF THE POSSIBILITIES TO DESIGN PROGRAMS THAT APPLY TO GROUPS WHO DEAL WITH HANDICAPS IN THE SYSTEM, WHO HAVE NOT BEEN GIVEN A FAIR SHAKE WHEN IT COMES TO GETTING PROPER TRAINING. WE ARE OPEN FOR BUSINESS IN EIGHT OF THE TEN PROVINCES AND THE FEDERAL GOVERNMENT STANDS BEHIND IT WITH A DIRECT APPLICATION TO NON-PROFIT ORGANIZATIONS TO TAKE PART IN IT.

WE HAVE ALSO INTRODUCED IN THE LAST FEW DAYS, A NEW JOB CREATION PROGRAM CALLED NEED. ONE OF THE MAJOR AREAS IN WHICH WE WILL ACCEPT AND INVITE PROPOSALS FOR JOB CREATION IN THE NEXT EIGHTEEN MONTHS IS IN THE AREA OF LANGUAGE TRAINING FOR IMMIGRANTS AND AGAIN, IT IS OPEN TO MUNICIPALITIES, OTHER GOVERNMENTS, SCHOOLBOARDS, NON-PROFIT GROUPS TO PUT IT INTO PROPOSALS UNDER THAT NEW PROGRAM BY WHICH THEY COULD SUPPORT LANGUAGE TRAINING UNDER THE JOB CREATION AEGIS. I WOULD INVITE YOU AND I COMMUNICATE TO YOU THAT SOME OF OUR OFFICIALS FROM OUR DEPARTMENT ARE AVAILABLE FOR DISCUSSION AS TO HOW THAT PROGRAM MAY BE APPLIED TO THE DEVELOPMENT OF LANGUAGE TRAINING IN THIS COUNTRY.

I HAVE ALSO INITIATED AND SOME OF YOU MIGHT KNOW, A PROPOSAL TO UNDERTAKE JOINT SPONSORSHIPS BETWEEN THE FEDERAL GOVERNMENT AND PRIVATE SPONSORS FOR REFUGEES, BASED ON THE CLEAR UNDERSTANDING THAT THE COSTS AND BURDENS FOR PRIVATE GROUPS IS BECOMING DIFFICULT AND IN PARTICULAR IN THE PROVISION OF SERVICES LIKE LANGUAGE TRAINING. WE HAVE NOW INVITED WELL

OVER A HUNDRED ORGANIZATIONS IN THE COUNTRY TO MAKE THEIR CONTRIBUTIONS AS TO HOW WE CAN DEVELOP A SYSTEM WHERE BOTH THE FEDERAL GOVERNMENT AND PRIVATE ORGANIZATIONS CAN WORK AS PARTNERS IN THE SPONSORSHIP OF REFUGEES RATHER THAN HAVING TWO SEPARATE STREAMS, GOVERNMENT AND PRIVATE. WE CAN NOW HAVE A THIRD STREAM WHERE WE CAN GET TOGETHER AND WORK OUT A JOINT PROGRAM.

I ALSO HAVE INSTRUCTED MY OFFICIALS TO IMPLEMENT CHANGES IN THE LANGUAGE TRAINING AREA SO THAT WE WILL BE ABLE TO EXTEND THE PAYMENT OF TRAINING ALLOWANCES TO REFUGEES SPONSORED BY PRIVATE ORGANIZATIONS AND GROUPS. IT IS MY HOPE WITH THIS PROGRAM, THAT WE CAN SUBSTANTIALLY EXTEND THE RANGE OF THOSE TRAINING PROGRAMS TO REFUGEES AFFECTED OR WHO HAVE BEEN AFFECTED IN THE PAST BY THE LACK OF OPPORTUNITIES IN TRAINING.

I HAVE ALSO ASKED MY OFFICIALS, BASED UPON RECOMMENDATIONS FROM YOUR REPORT, TO PROVIDE FOR A MAJOR REVIEW OF THE EMPLOYMENT SERVICES THAT WE OFFER, IN TERMS OF COUNSELLING, GUIDANCE AND PLACEMENT. WE WILL BE CONSULTING WITH YOU AND I HOPE THAT YOUR OWN CONFERENCE WILL TRY TO PROVIDE US WITH SOME VALUABLE ASSESSMENT AS TO WHETHER WE SHOULD ESTABLISH NEW EMPLOYMENT SERVICES BY WAY OF SEPARATE IMMIGRATION COUNSELLING UNITS IN EACH OF OUR EMPLOYMENT CENTRES, THROUGH THE OUTREACH PROGRAM OR THROUGH THE ISAP PROGRAM. IN OTHER WORDS, IS IT MORE EFFECTIVE TO DO IT WITHIN THE STRUCTURE OF THE COMMISSION

ITSELF OR SHOULD WE DO IT AS PART OF AN OUTSIDE INDEPENDENT ORGANIZATION BUT NOT IN THE SERVICES? I HOPE THAT YOU WILL HAVE SOME TIME TO DISCUSS THAT PARTICULAR DICHOTOMY - WHICH RECOMMENDATION YOU WOULD MAKE TO US IN THAT AREA.

WE HAVE ALSO, ON BEHALF OF REFUGEES, INDICATED THAT WE WILL MAKE AVAILABLE TO THEM THE EMPLOYMENT SUBSIDIES UNDER THE EMPLOYMENT DISADVANTAGED PROGRAM, A PROGRAM WHERE WE WILL PROVIDE DIRECT WAGE SUBSIDIES TO EMPLOYERS TO EMPLOY REFUGEES; WHEREAS BEFORE THEY HAD BEEN IN EFFECT EXCLUDED BECAUSE WE DID NOT TAKE INTO ACCOUNT THEIR LANGUAGE TRAINING AS BEING A PRE-REQUISITE FOR APPLICATION FOR THAT PROGRAM. OUR OFFICIALS ACROSS THE COUNTRY WILL NOW BE SECURING EMPLOYMENT OPPORTUNITIES AND USING THE LANGUAGE TRAINING PERIOD AS A BASIS FOR THAT APPLICATION IN TERMS OF THE APPLICATION OF EMPLOYMENT SUBSIDIES. TO THOSE WHO ARE IN THE BUSINESS OF LANGUAGE TRAINING THIS CHANGE MEANS THAT THERE CAN BE A DIRECT LINKAGE NOW AND I WOULD HOPE THAT WE COULD USE THOSE PARTICULAR COMBINATIONS TO PROVIDE FOR THE DEVELOPMENT OR INITIATION OF THE LANGUAGE TRAINING PROGRAMS AT THE SHOP OR ON THE INDUSTRIAL SITES BECAUSE OF THE ABILITY TO PROVIDE THE WAGE SUBSIDY AS PART OF THE COVERING COSTS FOR THE EMPLOYER DURING THAT PERIOD OF TIME. THOSE ARE THE FIRST STEPS THAT WE ARE TAKING IN RESPONSE TO THE PROPOSALS.

THE NEXT ROUND OF STEPS AND I WOULD WANT TO SAY TO YOU MR. PRESIDENT, ARE UNDER ACTIVE CONSIDERATION AS PART OF THE DISCUSSION THAT WE HOPE TO IMPLEMENT OVER THE PERIOD OF

THE NEXT TWO OR THREE MONTHS. HOWEVER, I THINK IT IS IMPORTANT THAT BEFORE WE UNDERTAKE ANY FURTHER STEPS, THAT WE ARE ABLE TO GATHER THE BEST ADVICE AND RECOMMENDATIONS FROM A PRETTY BROAD-BASED GROUP IN THIS COUNTRY, AND WE WILL INITIATE THAT UNDERTAKING. I WANT TO HAVE A FULL COMPILATION AND COLLECTION OF THOSE IDEAS BEFORE WE MOVE INTO A SECOND ROUND OF CHANGES IN THE AREA OF SETTLEMENT POLICY.

WHILE THE FEDERAL GOVERNMENT HAS A MAJOR ROLE IN THE DEFINITION OF IMMIGRATION POLICY, AND IN THE APPLICATION OF LANGUAGE TRAINING PROGRAMS IT DOES NOT HAVE A MONOPOLY NOR THE SOLE JURISDICTION. TO COME BACK TO A THEME WHICH MANY CANADIANS ARE TALKING ABOUT, WE REALLY HAVE TO COME TOGETHER TO MAKE IT WORK. IF WE ARE GOING TO ESTABLISH EFFECTIVE LANGUAGE TRAINING PROGRAMS WHICH WILL ALLOW THOSE WHO ARRIVED ON THESE SHORES TO ESCAPE STIGMAS AND OVERCOME BARRIERS THEN IT IS GOING TO REQUIRE SOME VERY MAJOR CHANGES, NOT JUST BY GOVERNMENT POLICY, BUT IN THE PRIVATE SECTOR AS WELL, BY THE EDUCATIONAL INSTITUTIONS AND BY THE COMMUNITY ORGANIZATIONS THAT WE WORK WITH.

I THINK THAT THE AGENDA OF YOUR CONFERENCE TOUCHES TO THE VERY HEART OF MANY OF THESE ISSUES - HOW WE CAN DEVELOP MUCH BETTER OR EFFECTIVE AND HUMANE SETTLEMENT POLICY. ONE THAT CAN BE SURE THAT THE VERY VALUABLE ADDITION OF NEW PEOPLE COMING TO CANADA CAN HAVE THEIR PARTICULAR TALENTS PROPERLY TREATED AND ENHANCED BY THE KIND OF TRAINING AND EDUCATION

THEY NEED TO BRING THEM TO THE FOREFRONT SO THEY CAN ACHIEVE THE QUALITY OF LIFE AND A SENSE OF SELF-FULFILLMENT AND THE INDEPENDENCE THAT THEY ASPIRE TO. AT THE SAME TIME, THEY CAN PARTICIPATE WHOLLY AS CITIZENS IN THIS COUNTRY; NOT TO FEEL THAT THEY ARE SOMEHOW IN SILENCE BUT BE FULL AND EQUAL PARTNERS. IT IS SO IMPORTANT TO EVERY CANADIAN, HOWEVER RECENT THEY ARRIVED OR WHEREVER THEY MAY BE LOCATED, TO HAVE THE OPPORTUNITY TO APPLY THEIR ENERGIES AND ABILITIES TOWARDS BUILDING A GOOD COUNTRY.

WE CAN'T DO THAT ALONE - IT IS JUST NOT POSSIBLE FOR US, AS ONE LIBERAL GOVERNMENT TO DO IT ALL BY OURSELVES. WE CAN PROVIDE SUPPORT, AND THE RESOURCES, - WE CAN PUT THE PAINTS, AND PENCILS, AND CANVAS IN FRONT OF PEOPLE BUT OTHER PEOPLE HAVE TO PROVIDE THE CREATION, PROVIDE THE SPARK TO MAKE IT WORK SO THAT WE CAN SET FIRE TO THE CREATIVE ENERGIES IN THIS COUNTRY THAT EXIST NOW AND IN THE NEW GROUPS OF PEOPLE THAT WE INVITE TO BECOME CANADIANS.

SO WITH THOSE WORDS, I WANT TO AGAIN THANK YOU FOR THE INVITATION. I HOPE THE NEXT TWO DAYS WILL GIVE YOU THE OPPORTUNITY TO DISCUSS SOME OF THE ISSUES THAT I'VE RAISED WITH YOU AND CERTAINLY MANY OTHERS. I CAN PROMISE YOU WE WILL LISTEN CAREFULLY AND RESPOND WELL TO BOTH YOUR THOUGHTS AND RECOMMENDATIONS BECAUSE I DO BELIEVE THAT WE ARE HEARING COMMON PROBLEMS - TO ENSURE THAT THOSE WHO HAVE SIMPLY COME TO CANADA WITH THE SENSE OF HOPE AND INSPIRATION TO HAVE THEM PROPERLY FULFILLED.

THANK YOU VERY MUCH.



Minister
Employment and Immigration

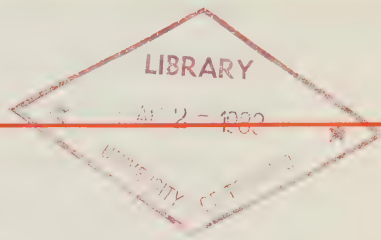
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A TRANSCRIPT OF A SPEECH

BY THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION

TO THE

CANADIAN POLISH CONGRESS

WINNIPEG, MANITOBA

NOVEMBER 12, 1982

I CERTAINLY APPRECIATE THE INVITATION TO JOIN YOU THIS EVENING TO TALK ABOUT SOME OF THE ISSUES THAT ARE OF GREAT CONCERN TO US. UNFORTUNATELY, I WAS NOT ABLE TO JOIN YOU THIS MORNING AT THE OFFICIAL OPENING CEREMONIES BUT I WOULD LIKE TO TAKE THE OPPORTUNITY NOW TO WELCOME YOU TO THE CITY OF WINNIPEG. PRZYWITAC WAS DO MASTA WINNIPEGU.

AS YOU KNOW, THE EVENTS IN EASTERN EUROPE, PARTICULARLY THOSE IN POLAND, ARE A MATTER OF CONTINUING INTEREST TO ALL CANADIANS. IT SEEMS THAT FOR MANY YEARS THE PLIGHT AND THE VALIANT STRUGGLE, IN THE EASTERN-DOMINATED COUNTRIES, TO KEEP ALIVE THE SPARK OF FREEDOM AND LIBERTY, HAVE PROVIDED A SOURCE OF INSPIRATION AND OUTLOOK FOR ALL OF US, AND I BELIEVE, AS WE EAT DINNER TONIGHT, THAT ONCE AGAIN THE EYES OF THE WORLD ARE FOCUSSED VERY MUCH ON THE HAPPENINGS IN THE EASTERN PART OF EUROPE. I SUPPOSE NO GROUP KNOWS BETTER THAN THIS CONGRESS HOW CRITICAL ARE THE EVENTS TRANSPIRING IN THE SOVIET UNION WITH THE DEATH OF PRESIDENT BREZHNEV AND THE PERIOD OF UNCERTAINTY THAT THAT CHANGE OF GUARD BRINGS ABOUT IN THE SOVIET UNION. ACCOMPANIED WITH IT, ARE THE ONGOING EFFORTS IN POLAND ITSELF TO FIND SOME WAY OF COMING TO GRIPS WITH THE ONGOING AMBITIONS AND ASPIRATIONS OF THE POLISH PEOPLE TO ESTABLISH A NEW ORDER OF THINGS.

THESE EVENTS BRING TO MIND TO US CANADIANS, IN

ORDER THAT WE CAN DEFINE OUR ROLE IN WORLD AFFAIRS AND DEFINE HOW WE CAN APPROACH THAT VERY CRITICAL THEATRE OF WORLD ACTIVITY HOW MUCH WE RELY UPON THIS CONGRESS TO BE THE EYES AND EARS FOR CANADIANS ABOUT THE EVENTS THAT ARE TAKING PLACE IN POLAND. I DON'T KNOW HOW MANY OF YOU PERHAPS QUITE REALIZE WHAT ROLE HAS BEEN PLAYED BY THE CONGRESS, OVER THE PAST YEARS, IN BEING THE MIRROR FOR CANADIANS TO HOLD UP TO SEE HOW THEY SHOULD VIEW, INTERPRET AND UNDERSTAND THOSE EVENTS AND HOW THE SIGNIFICANCE AND UNDERLYING UNDERSTANDING OF WHAT WE CAN DO AS A COUNTRY IS VERY MUCH CONDITIONED, SHAPED AND NURTURED BY THE POSITIONS, REPRESENTATIONS AND VIEWS PUT FORWARD BY THE REPRESENTATIVES OF THE CANADIAN POLISH CONGRESS TO MEMBERS OF GOVERNMENT AND OTHERS

FOR THAT REASON, AS A MEMBER OF GOVERNMENT, I LOOK FORWARD TO THE CONVENING OF YOUR CONGRESS HERE IN WINNIPEG, IN ORDER THAT WE CAN HAVE A FURTHER REFRESHMENT AND UPDATING OF THOSE POINTS OF VIEW AND ATTITUDES SO THAT WE MIGHT CONTINUE THE VERY IMPORTANT LINKAGE THAT HAS BEEN ESTABLISHED BETWEEN THIS PRIVATE ORGANIZATION REPRESENTING CANADIANS OF POLISH ORIGIN AND OTHERS. THAT LINKAGE IS IMPORTANT TO THOSE OF US IN GOVERNMENT WHO MUST TRANSLATE ULTIMATELY TO ACTION IN POLICY AND PROGRAMS THE POSTURE, POSITION AND POLICIES WE WILL TAKE TOWARDS WHAT IS UNQUESTIONABLY ONE OF THE MOST VITAL AND CRITICAL ISSUES OF OUR TIME.

IN A WAY THAT LINKAGE HAS VERY MUCH OF A HUMAN DIMENSION TO IT WHICH WAS BROUGHT HOME ABOUT THREE WEEKS AGO

WHEN I VISITED THE REFUGEE CAMP IN TRAISKIRCHEN, OUTSIDE OF VIENNA WHERE I WAS MEETING WITH MY IMMIGRATION OFFICERS, REFUGEE OFFICIALS OF THE CAMP, AND AUSTRIAN OFFICIALS TO REVIEW HOW WE MIGHT COMBINE OUR EFFORTS IN THE FORTHCOMING YEAR. IT WAS A VERY UNIQUE AND POIGNANT EXPERIENCE FOR ME WHEN I ENTERED THE CAMP AND WENT UP TO THE SECOND FLOOR IN ONE OF THE MAJOR RESIDENTIAL BUILDINGS. THERE I WAS INTRODUCED TO A FAMILY THAT TOLD ME THAT THE NEXT DAY THEY WERE LEAVING TO COME TO CANADA, AND IN FACT TO COME TO WINNIPEG UNDER THE SPONSORSHIP OF THE CANADIAN POLISH CONGRESS. AS MINISTER OF IMMIGRATION IT BROUGHT HOME TO ME IN A VERY HUMAN, A VERY PERSONAL WAY, HOW HERE I WAS IN A COUNTRY SOME 7,000 MILES FROM MY OWN, TALKING TO A MAN AND WOMAN AND THEIR FOUR CHILDREN, THE FURMANIK FAMILY, WHO THAT NEXT DAY WERE GOING TO BE JOINING US HERE AS PART OF OUR OWN COMMUNITY.

THIS MADE ME REALIZE JUST HOW IMPORTANT THAT LINKAGE WAS THAT THE MEMBERS OF THE IMMIGRATION COMMITTEE OF YOUR CONGRESS ESTABLISHED TWO YEARS AGO, WHEN WE SIGNED THE FIRST AGREEMENT BETWEEN THE GOVERNMENT OF CANADA AND THE POLISH CONGRESS, TO ALLOW THE PRIVATE SPONSORSHIP OF REFUGEES. HERE WAS A TANGIBLE, REAL EXPRESSION OF IT, NOT IN TERMS OF GREAT RHETORIC OR WILD CLAIMS OR ECCENTRIC PROCLAMATIONS THAT YOU CAN HEAR ALL THE DAY AND NIGHT; BUT THE VERY REAL, DIRECT, CONCRETE ACCOMPLISHMENT OF A PARTNERSHIP BETWEEN THOSE IN GOVERNMENT AND THOSE IN A PRIVATE ORGANIZATION, WORKING TOGETHER TO BRING SOME GOOD AND

BENEFIT TO HUMAN BEINGS WHO ARE IN SUFFERING.

IT IS REALLY THAT KIND OF PARTNERSHIP THAT I WANT TO TALK ABOUT TONIGHT, BECAUSE THAT IS WHAT WILL MAKE THIS COUNTRY WORK. IT IS NOT THROUGH BRAVE WORDS FROM THE BARRICADES, THE MIGHTY MOUSE THAT ROARS, BY WHICH WE WILL ACHIEVE PROGRESS IN THIS COUNTRY AND THIS WORLD - IT IS ONLY BY THE DELIBERATE, DAY-BY-DAY WILLINGNESS ON THE PART OF YOU AND I TO WORK TOGETHER TO COOPERATE, TO FORM A PARTNERSHIP TO DEAL WITH THE PROBLEMS OF THE PEOPLE OF POLAND AND PROVIDE THE KIND OF ASSISTANCE AND SUPPORT THEY NEED. TO MY MIND, THAT IS VERY MUCH THE CANADIAN WAY OF DOING THINGS - NOT TO BECOME CUT OFF IN WILD FLURRIES OF IDEOLOGICAL FLOURISHES, BUT TO ASK YOURSELF SOME BASIC QUESTIONS. HOW DO WE MAKE IT WORK? HOW DO WE MAKE SOMETHING HAPPEN?

YOU KNOW, IN THE LAST TWO WEEKS I HAVE CRISS-CROSSED THIS COUNTRY: I'VE VISITED SOMETHING LIKE TEN PROVINCIAL CAPITALS IN THE LAST TWO WEEKS, TALKING TO PROVINCIAL GOVERNMENTS, TO BUSINESS AND LABOUR, ON MATTERS OF EMPLOYMENT, TRYING TO ESTABLISH NEW PROGRAMS TO HELP THOSE PEOPLE WHO ARE WITHOUT JOBS. IT IS VERY CLEAR TO ME THAT THERE APPEARS TO BE A SPIRIT OF COOPERATION BEING BORN IN THIS LAND, A WILLINGNESS OF CANADIANS WHETHER THEY ARE FEDERAL OR PROVINCIAL OR MUNICIPAL POLITICIANS OR WHETHER THEY ARE IN A BUSINESS COMMUNITY OR THE LABOUR MOVEMENT TO FIND WAYS OF PUTTING ASIDE DIFFERENCES, OF OVERCOMING THE DIVISIVENESS AND THE FRACTURING, THE FRAGMENTATION, TO SAY HOW DO WE COME TOGETHER TO HELP THIS COUNTRY? HOW CAN WE WORK TOGETHER TO FORM A PARTNERSHIP THAT WILL ALLOW US TO HELP THOSE

WHO ARE LESS FORTUNATE THAN OURSELVES? INDEED, THE SLOGAN THAT THE SOLIDARITY MOVEMENT IN POLAND USES WHICH SAYS "DON'T BURN DOWN COMMITTEES, CREATE NEW ONES" IS PRECISELY WHAT IS APPROPRIATE FOR CANADA AT THIS TIME.

THERE'S LOTS OF PEOPLE RUNNING AROUND THIS COUNTRY WHO ARE ARSONISTS TO THIS POLITICAL RHETORIC - THEY CAN BURN THINGS DOWN MUCH QUICKER THAN THEY CAN BUILD THEM UP. BUT THAT IS NOT WHAT THIS COUNTRY NEEDS AT THIS PARTICULAR MOMENT IN TIME. WE DON'T NEED THE SELF-PROCLAIMED CRITICS AND COMMENTATORS WHO THINK THEIR ONLY GOAL IN LIFE IS TO FIND FAULT, TO POINT FINGERS AND TO ASSIGN BLAME - WHAT WE NEED ARE PEOPLE WHO ARE FAR MORE COMMITTED TO FINDING SOLUTIONS, TO WORKING OUT PROBLEMS. WE RECOGNIZE THE GOVERNMENT HAS NO MONOPOLY ON THE ANSWERS. THERE IS NO ONE PERSON, ONE PARTY OR ONE LEVEL OF GOVERNMENT THAT HAS THE EXCLUSIVE RIGHT TO WISDOM, JUDGEMENT OR DISCUSSION, AND ANYBODY THAT TRIES TO PRETEND THAT THEY ARE ALL FULL OF WISDOM ARE 'SIMPLY TRYING TO MOVE THE EMBASSY TO JERUSALEM - THEY SIMPLY DON'T KNOW WHAT THEY ARE DOING.

I WANT TO TAKE THAT THOUGHT FOR A MOMENT, BECAUSE I THINK IN THIS ROOM TONIGHT WE HAVE A LIVING EXAMPLE OF HOW IT HAS OCCURRED. ON THE VITAL ISSUE OF POLISH REFUGEES THERE HAS BEEN A FIRM AND CONTINUING PARTNERSHIP FORMED BETWEEN YOUR CONGRESS AND OUR GOVERNMENT TO HELP INDIVIDUALS. IT HAS BEEN SAID THAT THE HIGHEST TEST OF A NATION IS HOW IT TREATS THE LEAST WELL-OFF OF ITS CITIZENS. HOWEVER, I WOULD OFFER ANOTHER

DEFINITION OF THAT. I WOULD SAY THAT PERHAPS THE PARAMOUNT TEST FOR ANY NATION IS HOW IT RESPONDS TO THE PLIGHT OF THOSE WHO ARE NOT ITS CITIZENS, THOSE BEYOND ITS SHORES WHO FIND THEMSELVES IN DESPERATE CIRCUMSTANCES, WHO NEED COMPASSION AND ASSISTANCE. THE ULTIMATE TEST OF THE VALUES AND BELIEFS OF A NATION IS HOW IT COMES TO THE AID OF THOSE WHO ARE NOT YET PART OF ITS COMMUNITY BUT WHO THEY ARE PREPARED TO INVITE TO BE PART OF ITS COMMUNITY.

I THINK ITS FAIR TO SAY THAT THE COUNTRY OF POLAND, ITSELF, IS A PRIME EXAMPLE OF THAT. THROUGH THE MANY CENTURIES OF ITS EXISTENCE IT PROVIDED A REFUGE FOR THE DISPOSSESSED, FOR THE UNFORTUNATE, FOR THE PERSECUTED - IT WAS ONE OF THE TRADITIONAL FORMS OF HAVEN FOR THE POLITICALLY DISLOCATED OF EUROPE. I WOULD LIKE TO REPEAT TO YOU THE WORDS OF ONE OF THE FINE POLISH POETS, JULIUSZ SLOWACKI, WHO SPOKE OF THE PLIGHT OF THE HOMELESS WHEN HE SAID:

"SINCE I HAVE SELDOM KNOWN A HOME, SINCE I
AM A POOR PILGRIM, TRUDGING, OUT OF BREATH,
AND LIGHTNING SCARS THE SKY:
SINCE TIME STILL KEEPS MY UNKNOWN GRAVE IN STORE,
MASTER, MY HEART IS SORE."

I THINK THAT POINTS OUT WHAT ALL OF US KNOW TO BE THE DEEP AND ABIDING ANXIETY OF A REFUGEE. NOBODY CAN DESCRIBE THE PROBLEMS OF REFUGEES IN TERMS OF THE CRAMPED QUARTERS, THE

ECONOMIC DEPRIVATION, THE LOSSES OF FAMILY; BUT WHAT IS ABSENT TO EACH REFUGEE, IS THE FEELING THAT THEY ARE LOSING THEIR IDENTITY - A SEARCH FOR A NEW HOME, A NEW PLACE TO STRIKE ANCHOR, TO PUT THEIR ROOTS DOWN, A PLACE THAT THEY CAN CALL THEIR OWN. THERE'S NOTHING MORE VITAL TO US AS HUMAN BEINGS THAN TO FEEL THAT THERE IS SOME PLACE TO WHICH WE BELONG. AS A BIRD MUST FIND A NEST SO THE REFUGEE MUST FIND A HOME. IT IS THAT WHICH IS PERHAPS THE MOST SIGNIFICANT AND CRITICAL ISSUE THAT WE FACE; TO CONTINUE TO PROVIDE THE OPPORTUNITY FOR THOSE WHO CAN NO LONGER ACCEPT OR FEEL COMFORTABLE IN THEIR NATIVE BIRTHPLACE, WHO ARE LOOKING FOR A NEW HORIZON AND OPPORTUNITY TO PROVIDE THEM WITH A HOME.

OUR TEST AS A COUNTRY IS IN OUR ABILITY TO CONTINUE TO PROVIDE AND EMPATHIZE WITH THAT PLIGHT TO THE REFUGEE. THAT TEST WAS PUT MOST DRAMATICALLY SOME ELEVEN MONTHS AGO WHEN WE SAW THE ENORMOUS DISRUPTION TAKING PLACE IN POLAND AND THE LARGE OUT-MIGRATION OF PEOPLE ESCAPING TO FIND A BETTER WAY OF LIFE. I THINK ALL CANADIANS WATCHED WITH SYMPATHY AND HORROR AT TIMES, OF THE DESPERATION OF THOSE FLOODING INTO THE CAMPS, FLOODING OUT OF THEIR COUNTRIES, SEEKING A NEW POST TO STRIKE THEIR ROOTS. AND I WANT, TONIGHT IF I MIGHT, TO PAY TRIBUTE TO SOME OF THE GENTLEMEN WHO ARE WITH ME ON THIS FRONT PLATFORM - MR. FLIS IS ONE OF THEM, SOME OF MY OTHER COLLEAGUES, MR. HUDECKI, SENATOR HAIASZ, WHO WERE AMONGST THE FIRST TO RAISE THE ISSUE AND THE CALL FOR A RESPONSE.

AND OF COURSE THE MEMBERS OF THIS CONGRESS WHO IMMEDIATELY CAME TO OTTAWA TO EXPRESS THEIR CONCERN TO ME ABOUT THE POLITICS OF POLAND, THE FIGHT FOR SOLIDARITY FOR RECOGNITION, BUT MOST IMPORTANTLY, ABOUT THE PROBLEMS FACED BY REFUGEES.

IT WAS THROUGH THAT MEETING THAT WE BEGAN TO ESTABLISH A SERIES OF SPECIAL MEASURES: WE ALLOWED CANADIANS WITH RELATIVES IN POLAND TO BRING THEIR RELATIVES OUT OF THE COUNTRY UNDER NEW, RELAXED CRITERIA, TO BRING THEM DIRECTLY OUT SO THAT THEY DIDN'T HAVE TO GO THROUGH THAT HORRENDOUS EXPERIENCE OF TRYING TO ESCAPE ACROSS THE BORDER, AND I WANT TO REPORT TO YOU TONIGHT THAT IN THE LAST NINE MONTHS THIS COUNTRY HAS ACCEPTED OVER 1,300 PEOPLE UNDER THAT PARTICULAR MEASURE.

AT THE SAME TIME WE HAD WITHIN THIS COUNTRY A NUMBER OF POLISH VISITORS WHO HAD COME TO CANADA TO VISIT THEIR FRIENDS OR RELATIVES AND WHO ALL OF A SUDDEN FOUND THE GATES HAD BEEN CLOSED AND HAD NOWHERE TO RETURN, AS WELL AS THE SAILORS WHO CAME TO OUR PORTS AND OTHERS WHO CAME HERE SEEKING SOME REFUGE. AGAIN THROUGH THE PARTNERSHIP THAT WE HAD ESTABLISHED, WE PUT FORWARD A PROGRAM THAT ALLOWED THEM TO STAY HERE IN THIS COUNTRY UNDER A WORK PERMIT SO THEY COULD GAIN A LIVELIHOOD AND BECAUSE OF THE DILIGENT WORK OF YOUR OWN REPRESENTATIVES THIS JUNE WE AGAIN ANNOUNCED A SPECIAL MEASURE THAT WOULD GIVE THE OVER 2,000 TO 3,000 PEOPLE IN THAT CIRCUMSTANCE THE RIGHT TO APPLY TO BECOME PERMANENT MEMBERS AND CITIZENS OF THIS COUNTRY.

BUT PERHAPS MOST IMPORTANT ARE THOSE IN THE CAMPS.

AS OF THE END OF THIS YEAR, AFTER SENDING TWO SPECIAL TASK FORCES TO TRAIKIRCHEN - ONE OF MY OWN STAFF MEMBERS FROM WINNIPEG WAS A MEMBER OF THAT SPECIAL TEAM - THE COMBINED SPONSORSHIP OF THE GOVERNMENT AND THE PRIVATE SPONSORS OF THIS COUNTRY HAVE BROUGHT OUT SOME 6,000 REFUGEES FROM THAT CAMP ALONE, WHICH AMOUNTS TO A TOTAL OF 10,000 POLISH NATIONALS WHO HAVE BEEN GIVEN THE RIGHT TO COME TO CANADA TO BECOME CITIZENS. ON A PER CAPITA BASIS, WE HAVE ACCEPTED MORE POLES THAN ANY OTHER COUNTRY IN THE WORLD DURING THE PAST YEAR.

I WOULD LIKE TO REPORT TO YOU AS WELL, THAT ONE OTHER MEASURE THAT WE HAVE JUST UNDERTAKEN, WORKING IN CO-OPERATION WITH THE CANADIAN LABOUR CONGRESS. I WANT TO PAY TRIBUTE TO MR. MCDERMOTT. THEY HAVE OFFERED THEIR GOOD OFFICES TO HELP SOLIDARITY MEMBERS - TRADE UNION MEMBERS WHO HAD BEEN IMPRISONED OR DETAINED. MY OFFICIALS IN WARSAW, AFTER MY MEETING WITH THEM THREE WEEKS AGO, ARE NOW INTERVIEWING OVER 50 DETAINEE CASES, SOME 200 POLISH PEOPLE, TO HELP THEM COME DIRECTLY TO THIS COUNTRY AND SETTLE HERE WITH THE COOPERATION OF THE CANADIAN LABOUR CONGRESS.

IT IS THOSE KINDS OF ISSUES AND MEASURES THAT MAKE A DIFFERENCE, WHICH STRIKE VERY MUCH TO THE INDIVIDUAL LIVES OF THE PEOPLE. THESE ACTIONS DEMONSTRATE WHAT KIND OF COMMUNITY WE CAN BUILD IN THIS COUNTRY IN TERMS OF OUR UNDERSTANDING, OPENNESS AND COMPASSION. IT IS THAT FOUNDATION THAT I HOPE WE WOULD CONTINUE TO BUILD ON, IN TERMS OF FUTURE

DEMANDS, TESTS AND CHALLENGES BECAUSE THE PROBLEM WILL NEVER END. THERE ARE 14 MILLION REFUGEES AROUND THE WORLD TODAY AND THOSE NUMBERS ARE INCREASING EVERY DAY. CANADA IS NOT JUST ACCEPTING REFUGEES FROM POLAND; BUT ALSO FROM EL SALVADOR. WE ARE BRINGING OUT THE CHRISTIAN MINORITIES FROM THE MIDDLE EAST, THE MINORITIES FROM ETHIOPIA AND UGANDA AND THOSE FROM SOUTHEAST ASIA BECAUSE WE FEEL THAT THIS IS A COUNTRY THAT HAS BEEN PARTICULARLY BLESSED. BECAUSE OF OUR OWN TRADITIONS AND HISTORY WE CAN AFFORD TO OFFER THAT PLACE FOR PEOPLE TO REST THEIR HEADS.

HOWEVER, IT CANNOT BE FORGOTTEN THAT THE CONTINUATION OF OUR HUMANITARIAN EFFORTS DEPENDS UPON THE TOLERANCE AND THE ACCEPTANCE OF THE ENTIRE CANADIAN POPULATION. WE CANNOT DO WHAT THE CANADIANS WILL NOT PERMIT US TO DO; AND THEREFORE WE MUST ALWAYS RECOGNIZE HOW CRITICALLY IMPORTANT IT IS TO ENSURE THAT WHEN REFUGEES ARRIVE THEY ARE PROPERLY TAKEN CARE OF, THAT THEY ARE GIVEN THE KIND OF SUPPORT THAT ALLOWS THEM TO BECOME FULL, PARTICIPATING MEMBERS OF OUR CANADIAN SOCIETY SO THEY DON'T BECOME ISOLATED, OR PUSHED TO THE SIDELINES OR BECOME FRUSTRATED REGARDING THEIR ACCEPTANCE WHICH CAN INCREASE ANGER, TENSIONS AND ANIMOSITIES OF ONE GROUP AGAINST ANOTHER.

FOR THAT VERY REASON, THE ESTABLISHMENT OF THE IMMIGRATION LEVELS FOR 1983 WAS BASED UPON THE VERY BROAD BASED CONSULTATION WITH OVER 100 PRIVATE ORGANIZATIONS,

INCLUDING THIS CONGRESS, ALL PROVINCIAL GOVERNMENTS AND INTERNATIONAL ORGANIZATIONS. IT WAS CLEARLY STATED THAT AT THIS TIME OF SEVERE ECONOMIC DIFFICULTY IN CANADA OUR PRIME RESPONSIBILITY IS TO SPEED AND ENSURE THE SAFETY, SECURITY AND SETTLEMENT OF THOSE PEOPLE HERE AND THOSE WHO ARE ARRIVING - WE MUST DEVOTE OUR RESOURCES TO ASSURE THEIR PROPER AND FULL SETTLEMENT, INTEGRATION AND PARTICIPATION.

AS YOU KNOW, WE HAVE A PROGRAM OF ADJUSTMENT THAT WE WILL PROVIDE BASIC NECESSITIES - FOOD AND LODGING AND FURNITURE - TO REFUGEES WHO HAVE ARRIVED OVER THE LAST TWO OR THREE YEARS. IT USED TO BE A MONTH OR TWO THAT A FAMILY WOULD BE ON THAT PARTICULAR PROGRAM AND THEN BE ABLE TO MOVE OFF INTO EMPLOYMENT AND SELF-SUFFICIENCY. THE AVERAGE IS NOW SEVEN TO EIGHT MONTHS, THE COSTS HAVE DOUBLED AND THAT MEANS OUR EFFORTS MUST BE DOUBLED. WE MUST ENSURE THAT WE WORK MUCH MORE CLOSELY TOGETHER TO PROVIDE THAT SECURITY AND FRAMEWORK OF INTRODUCTION, PLACEMENT AND PARTICIPATION. FOR THIS REASON, WE HAVE PUT THE EMPHASIS THIS YEAR ON TRYING TO FIND WAYS IN WHICH OUR OWN PARTNERSHIP CAN BE SOLIDIFIED AND BE FURTHER STRENGTHENED.

I RECEIVED A SERIES OF RECOMMENDATIONS FROM YOUR CONGRESS THAT INDICATED THAT ONE OF THE ANSWERS WOULD BE A FORM OF JOINT SPONSORSHIP BETWEEN THE PRIVATE SPONSORS AND THE GOVERNMENT ITSELF. I WANT TO REPORT TO YOU TONIGHT THAT I ACCEPTED THAT RECOMMENDATION AND THAT I WILL NOW BEGIN A CLOSE COMMUNICATION WITH THE CONGRESS MEMBERS TO ESTABLISH A PROGRAM OF JOINT SPONSORSHIP FOR REFUGEES ACROSS CANADA. I RECOGNIZE

HOWEVER, THAT THOSE DISCUSSIONS AND CONSULTATIONS WILL TAKE SOME TIME.

IN THE MEANTIME WE MUST BE CONCERNED ABOUT THOSE YOU HAVE BROUGHT IN AND YOUR FRIENDS AND NEIGHBOURS HAVE BROUGHT IN, WHO HAVE BEEN DENIED CERTAIN OF THE KINDS OF OPPORTUNITY THAT OTHERS HAVE. IT HAS BEEN VERY CLEAR TO ME THAT ONE OF THE CRITICAL REQUIREMENTS OF ANY NEW PERSON WHO COMES TO CANADA, A NEW ARRIVAL, IS TO ACQUIRE THE ABILITY TO SPEAK IN FRENCH OR ENGLISH. LANGUAGE IS THE MEANS OF ACCEPTANCE AND INTEGRATION. AS JOHN STUART MILLS SAID, "IT IS A REFLECTION OF THE MIND OF SOCIETY." THERE IS NO QUESTION THAT THERE HAS BEEN A GAP, A DIFFERENCE AND DISPARITY BETWEEN THOSE WHO HAVE HAD ACCESS TO GOVERNMENT LANGUAGE PROGRAMS AND THOSE WHO HAVE HAD TO RELY ON PRIVATE SPONSORSHIP. SO AGAIN, I WANT TO TELL YOU TONIGHT THAT AS A FIRST STEP SHOWING OUR GOOD FAITH TOWARDS THE MOVEMENT OF THAT TIME CONSULTATION, WE WILL NOW ALLOW THOSE REFUGEES WHO HAVE COME UNDER PRIVATE SPONSORSHIP TO HAVE ACCESS TO GOVERNMENT ALLOWANCES AND TRAINING PROGRAMS.

AS WELL, I ALSO FELT THAT ONE OF THE OTHER AREAS WHERE WE COULD GIVE FURTHER ASSISTANCE IS TO PROVIDE SUPPORT FOR ORGANIZATIONS THAT ARE INVOLVED IN PROVIDING TRAINING AND COUNSELLING AND GUIDANCE. AS MANY OF YOU WILL KNOW, I ANNOUNCED LAST WEDNESDAY, THE ESTABLISHMENT OF A NEW, JOB-CREATION PROGRAM IN CANADA CALLED NEED - A \$500 MILLION PROGRAM THAT WILL PROVIDE EMPLOYMENT FOR 60,000 TO 70,000 CANADIANS.

WE ARE WORKING NOW WITH THE PROVINCES TO ESTABLISH A PARTNERSHIP, TO PROVIDE EMPLOYMENT FOR CANADIANS. WE HAVE INDICATED THAT ONE OF THE CATEGORIES OF JOB PROGRAMS, PROPOSALS AND PROJECTS THAT WE WILL ACCEPT, IS THE PROVISION OF LANGUAGE TRAINING BY PRIVATELY-SPONSORED GROUPS SO THEY CAN USE THAT JOB-CREATION PROGRAM THROUGH THEIR COMMUNITY NETWORKS TO PROVIDE SUPPLEMENTARY, AUXILIARY TRAINING, GUIDANCE AND COUNSELLING FOR THOSE ORGANIZATIONS.

FURTHERMORE, WE ARE EXTENDING THE EMPLOYMENT PROGRAM BY WHICH THE FEDERAL GOVERNMENT PAYS SUBSIDIES TO PRIVATE EMPLOYERS TO HIRE THOSE UNEMPLOYED. THAT PROGRAM WILL NOW BE EXTENDED TO PROVIDE EMPLOYMENT FOR REFUGEES. WE SEE THAT ORGANIZATIONS THAT ARE WORKING DIRECTLY WITH REFUGEES, FAMILIES AND INDIVIDUALS, CAN NOW, THROUGH YOUR OWN CREATIVITY, THROUGH YOUR OWN PROPOSALS, WORK OUT A PROGRAM WHERE YOU CAN PROVIDE THE GUIDANCE AND COUNSELLING AND THEN HAVE ACCESS TO THAT PARTICULAR EMPLOYMENT PROGRAM - TO GO TO THE PRIVATE EMPLOYER AND HELP PAY THE WAGES TO GIVE THAT PERSON THE FIRST JOB. SO I THINK THAT WE ARE NOW PUTTING IN FRONT OF YOU SOME NEW TOOLS TO USE, SOME NEW INSTRUMENTS TO PLAY.

BUT IT'S UP TO YOU TO MAKE USE OF THOSE OPPORTUNITIES, TO PROVIDE IN YOUR OWN COMMUNITIES, YOUR OWN CITIES AND TOWNS, HOW YOU BEST CAN UTILIZE AND MAKE THOSE PROGRAMS WORK. AS A FEDERAL MINISTER, AS MEMBERS OF PARLIAMENT, WE CAN ONLY PUT THE POLICY FORWARD, WE CAN'T DO THE WORK FOR YOU. IT IS NOW UP TO YOU. I HOPE THAT THROUGH THE COURSE OF YOUR CONVENTION YOU WILL DISCUSS HOW THIS PARTICULAR ORGANIZATION MIGHT MAKE USE OF THESE NEW INSTRUMENTS, THESE NEW TOOLS, AND REPORT BACK TO ME SO THAT

WE CAN THEN BEGIN WORKING TOGETHER TO GET THE MAXIMUM EFFECTIVENESS OUT OF THE LANGUAGE PROGRAMS AND THE EMPLOYMENT PROGRAMS THAT WE ARE PUTTING FORWARD TONIGHT.

LET ME THEN JUST CLOSE WITH A FINAL WORD. WE TALKED TONIGHT ABOUT PARTNERSHIP, ABOUT HOW WE WORK TOGETHER IN THIS COUNTRY, AND I THINK WE HAVE TO TAKE THAT EXAMPLE AND WRITE IN A MUCH LARGER SCREEN. CANADA IS A COUNTRY THAT CAN ONLY CONTINUE TO OFFER A HAVEN TO REFUGEES AND OTHERS AS WE HAVE OVER OUR HISTORY, IF WE CAN ENSURE THAT CANADA ITSELF REMAINS STRONG, FREE AND ECONOMICALLY PROSPEROUS.

WE TOOK A VERY IMPORTANT STEP LAST APRIL WHEN WE SIGNED INTO LAW THE NEW CHARTER, THE NEW CONSTITUTION, WHICH GAVE RIGHTS TO ALL CANADIANS. HOWEVER, THE CONSTITUTION IS ONLY A LEGAL FRAMEWORK. WHAT REALLY IS REQUIRED IS FOR MEN AND WOMEN TO MAKE USE OF IT, TO DEFINE ITS USE, TO GIVE IT LIFE, TO BREATHE INTO IT A SENSE OF CHARITY. ITS NOW UP TO CANADIANS TO TAKE THAT CONSTITUTION WITH ITS CHARTER OF RIGHTS AND DEFINE WHAT WE MEAN BY IT TO SHOW HOW WE PROTECT THE RIGHTS OF LANGUAGE AND PROTECT THE RIGHTS OF MINORITIES AND PROTECT THE RIGHTS OF WOMEN AND PROTECT THE RIGHTS OF THE HANDICAPPED. WE MUST NOW MAKE USE OF THAT FRAMEWORK SO THAT WE CAN STILL ACT AS A BEACON, AS A PLACE THAT ILLUSTRATES TO THE REST OF THE WORLD THAT A GROUP OF PEOPLE WORKING TOGETHER CAN ESTABLISH A NEW CONSTITUTION IN PEACE, BY DISCUSSION, BY JOINT DECISION AND NOT BY FORCE OF ARMS. AND YOU JUST THINK OF

HOW MANY OF THOSE LIVING TONIGHT IN POLAND WOULD LIKE TO HAVE THAT OPPORTUNITY TO WRITE THAT KIND OF CONSTITUTION FOR THEIR COUNTRY.

BUT TO GO BEYOND THE CONSTITUTION, WE MUST ALSO RE-WRITE A NEW ECONOMIC CONSTITUTION. WE MUST ENSURE THAT OUR COUNTRY CAN PROVIDE THE JOBS, THE INVESTMENT, THE RESEARCH AND THE DEVELOPMENT TO GIVE US THE WHEREWITHAL TO PROVIDE THE OPPORTUNITIES FOR OUR OWN PEOPLE AND FOR THOSE WHO ARE COMING. WE CAN'T DISMISS THAT AS A MAJOR TEST BECAUSE WE HAVE SEEN WHAT HAPPENS WHEN YOU ALLOW A COUNTRY TO BECOME PART OF THE WORLD BY RECESSION - WE MUST FIND A WAY OF WORKING OUT OF IT. THERE IS ONLY ONE WAY TO ACCOMPLISH THAT AND THAT IS TO WORK TOGETHER, TO COLLABORATE, TO WORK IN PARTNERSHIP, NOT TO BE DIVISIVE, NOT TO BE SETTING ONE GROUP OF THE COUNTRY AGAINST ODDS WITH THE OTHER, NOT TO BE FRAGMENTING INTO LITTLE REGIONAL BASTIONS OF STRENGTH, BUT TO REALIZE THAT WE HAVE A DIRECT RESPONSIBILITY FOR EACH AND EVERY ONE OF US. THAT IS WHAT IS TAKING PLACE IN THIS COUNTRY NOW IN AN ATTEMPT TO FORGE THAT NEW ECONOMIC CONSTITUTION, THAT NEW BASIS OF COLLABORATION - TO WORK TOGETHER SO THAT WE CAN GIVE PEOPLE A SENSE OF STRENGTH AND A SENSE OF OPPORTUNITY.

YOU KNOW IT REMINDS ME OF A STATEMENT MADE BY PERHAPS POLAND'S GREATEST LIVING SON, POPE JOHN II, WHEN HE SAID, "WHAT IS THIS PEACE FOR WHICH WE LONG. PEACE IS NOT JUST THE ABSENCE OF WAR. IT INVOLVES MUTUAL RESPECT AND

CONFIDENCE BETWEEN PEOPLES AND NATIONS - IT INVOLVES
COLLABORATION AND AGREEMENT."

WELL, LADIES AND GENTLEMEN, IT IS THAT
COLLABORATION, THAT PARTNERSHIP, WHICH I THINK WE HAVE
DEMONSTRATED IN THE WORK WE HAVE DONE IN REFUGEES THAT
MUST BE THE STANDARD AND THE HALLMARK AND THE MESSAGE
THAT ALL CANADIANS MUST CARRY IN THEIR HEARTS IF WE ARE
TO KEEP THIS COUNTRY STRONG AND AT PEACE, TO CONTINUE
OFFERING A HAVEN FOR THOSE WHO ARE LESS FORTUNATE. I
HOPE THAT YOU, AS A GROUP OF CANADIANS MEETING HERE IN
ASSEMBLY OVER THESE NEXT TWO DAYS, WILL CONTINUE TO
DEDICATE YOURSELVES TO THAT OBJECTIVE, AS YOU HAVE IN
THE PAST. I GUESS THAT IT IS ONLY APPROPRIATE THAT I
CLOSE MY REMARKS BY THE SYMBOL WHICH STANDS NOT JUST
FOR THE PEOPLE OF POLAND BUT FOR ALL OF US -

LONG LIVE SOLIDARITY - NIECH ZYJE

SOLIDARNOSC. NIECH ZYJE POLSKA.

THANK YOU VERY MUCH.



Minister
Employment and Immigration

Ministre
Emploi et Immigration

For Release

Pour publication

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Date
Sujet

NOTES FOR A STATEMENT
BY THE
HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION
TO THE
STANDING COMMITTEE ON
LABOUR, MANPOWER AND IMMIGRATION
ON
SUPPLEMENTARY ESTIMATES
NOVEMBER 30, 1982

Check Against Delivery



Mr. Chairman:

In appearing before the committee today I wish to provide honorable members with information on the Commission's Supplementary Estimates amounting to \$935.7 million and 316 person years, demonstrating how we have put in place programs and services to help Canadians cope with the uncertainties of today's labour market.

As a result of the federal government's six and five program, inflation is on the decline and interest rates have dropped dramatically in recent months. In the long term, these developments will have a positive impact on employment, but we must act now to help Canadian workers hardest hit by current economic conditions.

Before examining our Supplementary Estimates, I think it might be useful if I reviewed the measures we have already taken in response to the serious recession we are now facing.

Early in January when it became evident that the economic slump was going to last longer than had been forecast, I took a number of steps to alleviate its impact on the labour force.

We are doing everything possible to solve the unemployment problem, but we cannot do it alone. We are co-operating with all levels of government and the private sector, as a concerted effort is necessary to bring the unemployment rate down as quickly as possible. I am very pleased to report that this cooperation has manifested itself in many positive ways.

The first thing we did in January was to ensure that no immigrant or foreign worker could be hired for the mining and construction sectors, and some 20 sub-groups within the manufacturing industries. These strong measures strengthened the long-standing policy that Canada Employment Centres are to reject employer requests to hire overseas when this would take jobs away from Canadians. Naturally, we did not restrict the importation of the type of worker who is essential to generate employment opportunities for others.

Also in January we launched a program which has had phenomenal success in preventing temporary layoffs. I am referring to our Work Sharing Program, which even our critics concede has been extremely popular with both employers and workers.

Just how responsive the program has been can be judged by the initial budget I announced for it. It was to have a ceiling of \$10 million and to last for one year. However, it soon became apparent that the demand for Work Sharing was such that additional funding would be required. In successive moves, I increased the budget to \$30 million, \$90 million and finally to \$190 million. I also extended the program to 1983, with a ceiling of \$150 million.

The latest figures on Work Sharing show that 7,387 applications have been approved, 191,675 people are on Work Sharing and 80,798 layoffs have been prevented.

With respect to Work Sharing Mr. Chairman, I should mention that there has been some concern that it would be a serious drain on the Unemployment Insurance Fund, however even if the entire 1983 ceiling of \$150 million was expended, the impact on the UI premium rate would be miniscule, about five cents per \$100 of insured earnings.

It is interesting to note that a number of firms found that they were able to work a longer week than had been thought when they entered into a Work Sharing agreement.

As well quite a high proportion of firms have been able to return to full production much sooner than had been expected. These are other indications that the Canadian economy is beginning to show signs of recovery.

We have also, I believe, made imaginative use of the UI Fund in the various job creation agreements we have with the provinces in forestry, agriculture, mining, fishing and tourism.

Mr. Chairman, UI Job Creation allows us to use UI funds to pay supplemental benefits to claimants who participate voluntarily in productive activities which benefit the entire community.

Aside from the financial hardships of unemployment, workers are well aware that prolonged periods of idleness will diminish their skills. Through UI job creation projects, they are able to earn a decent wage while at the same time using their hard-earned skills.

UI job creation projects can also prevent disruption in local labour markets. Often the communities see a substantial proportion of their work force leave for employment opportunities elsewhere following a layoff by a major or in some cases, sole employer. The loss of workers imperils the local economy, and even when employment opportunities improve, some considerable time will elapse before the local economy can come back to where it was before the layoffs occurred.

Mr. Chairman, UI Job Creation is funded at \$170 million in calendar years 1982 and 1983 to provide meaningful jobs.

At the present time we have more than 680 projects in operation in nine of the ten provinces.

The initial uptake was slow as quite frankly Mr. Chairman, it took time to develop projects in co-operation with other federal departments, the provincial governments and the private sector. Thus, over the summer months, the program was in a developmental stage, but by the end of August, it began to pick up momentum. Some 500 jobs are now being created weekly, with a total of more than 7,640 to date. By the end of December, UI Job Creation efforts, thanks to the co-operation of all levels of government and the private sector, will have found useful employment for between 9,000 and 10,000 Canadians. I might also mention Mr. Chairman that we have learned valuable lessons in these negotiations, lessons that we will put to good use in speeding up the administrative process of the New Employment Expansion and Development Program.

Mr. Chairman UI job creation projects in British Columbia includes a project sponsored by British Columbia Timber Limited in Skeena which is providing employment for two hundred and four UI claimants who are engaged in forest improvement activities such as thinning and reseedling and other measures designed, over the long term, to maintain and improve the productivity of this natural resource.

In Thunder Bay, Ontario, forty UI claimants are working on a project developed by Kimberley Clark of Canada. They are enlarging a seed orchard, improving transplant beds and growing stock and clearing fire breaks.

In Quebec, particularly throughout the Gaspésie, community-based organizations are creating employment for UI claimants in the clearance, treatment and reforestation of areas damaged by budworm infestation.

Honourable members will recall that on July 28 I announced details of a \$300 million direct job creation package, which will provide more than 57,000 jobs for Canadians this fall and winter.

The main thrust of this job creation initiative is the third round of the Canada Community Development Projects (CCDP), the Commission's major job creation program. However, built into the package are special measures for the disadvantaged and for the young.

As honourable members know, CCDP creates short-term jobs in areas of high unemployment and slow growth. Local organizations sponsor projects which will hire the unemployed to work in jobs which will improve the economic and social life of the community.

This year I introduced changes to CCDP to make it more useful to participants when they search for future jobs. The federal contribution to project costs now includes an increased contribution for wages for persons with specific skills who will provide training for other participants.

I also announced this year that CCDP is being adapted to maintain long-term funding in areas where unemployment has been high even in buoyant economic times. This will make it possible for organizations to do the kind of long-term planning that will provide immeasurable benefits to the local economy.

Clearly Mr. Chairman, we are changing the thrust of CCDP. We are beginning to apply to CCDP a developmental formula so that people employed in its various projects will be able to take advantage of training opportunities so that they will be in a much better position to obtain permanent jobs. Used in this way, CCDP will make a significant contribution to not only helping people in finding permanent jobs but it will greatly enhance their potential to move into well-paying ones. Our ultimate goal is to diminish the short-term job characteristics of CCDP as much as possible. We are improving the linkages of programs such as CCDP so that they can be stepping stones for people to become full-fledged members of the labour force.

Examples of how CCDP projects are making long-range improvements can be found in communities - large cities and small villages - in every region of the country. In Whitby, Ontario, a team is at work on a major community revitalization project. Included in the activities is the development of an industrial product directory and a business/professional manual. In addition surveys, workshops and research are being done to improve planning and cooperation in the professions, commerce and manufacturing - work that will ultimately improve economic opportunities for everyone in the community, especially in the private sector.

In the Maritimes, CCDP projects continue to have a major role in maintaining the economy of a whole range of communities. In Newfoundland alone, among many other projects, there is work on wharf reconstruction in Mt. Arlington Heights, Regional Pastureland in St. Shotts, and a regional library at Clarenville. In Prince Edward Island, four people are rebuilding the local YMCA and in New Brunswick, three CCDP workers are renovating the Kensington Farmers Market Building. Individually, some CCDP projects may employ only a few people, but overall, thousands of jobs are being created where employment opportunities are most needed.

There is more. Projects are providing jobs in every province, from reconstructing Native housing in Quebec, to community development in British Columbia. These are coming to grips with real needs, and are not just "make-work" band-aid solutions.

Mr. Chairman, the government recognizes the need to move quickly where conditions require, and so has allocated an extra \$41 million under the Special Response Feature of the CCDP to create jobs where an urgent, immediate needs exists. In Yellowhead, Alberta, for example, we are spending \$100,000 to develop the Grande Cache Campground which will be providing 11 jobs.

This is only one of many Special Response Feature projects now underway. British Columbia communities are receiving \$6.6 million in these job creation funds. Projects in major cities across the country are receiving millions of dollars more. And \$1,000,000 is working to create employment opportunities in southwestern Ontario communities where a late August frost destroyed about half of this year's tobacco crop.

In the package I announced this summer, I indicated that we would be making a special effort to help young people. A total of \$30 million has been earmarked for youth; \$26 million in the form of a wage subsidy to employers under the Program for the Employment Disadvantaged and \$4 million for special youth units and Outreach projects.

I expect the PED initiative will create 9,500 private sector openings over 18 months for severely disadvantaged young men and women.

Our youth employment counsellors are reporting that employers are very receptive to hiring disadvantaged young people through PED. In Sudbury, where some 375 severely employment disadvantaged people have found jobs through the program, since April 1982, 160 of these, or 43 per cent, have been between the ages of 16 and 24.

In Thunder Bay, our youth employment service has placed more than 20 severely disadvantaged young people, mainly those who have been on welfare or who have only worked sporadically, since May of this year. Now they're working as store clerks, in construction, landscaping, and auto mechanics, and their employers say they want to work extra hard when they get jobs through the program. Many employers are so impressed, they have decided to hire these disadvantaged young people permanently when PED funding expires.

The special youth counselling units will play a major role in helping young people make full use of local agencies and their CECs to resolve employment problems.

Just this past Friday I was in Toronto to open the first of these specialized youth counselling units, and I hope to preside at the openings of 15 others in the near future.

Besides youth, the Outreach program provides employment services and counselling to women, Native people, disabled persons, inmates and ex-inmates, residents of isolated communities and other target groups whose needs are not being currently met by existing CEC services.

I attach great importance to increases in the number of projects for two target groups, women and disabled people. When I became Minister of Employment and Immigration in the 1979/80 fiscal year, there were 14 Outreach projects serving women. There are now 32, an increase of 128 per cent. In 1979/80, there were 32 projects for disabled people. There are now 48, an increase of 50 per cent.

In 1981/82, a total of 154,525 people sought services from Outreach projects and more than one-third found jobs.

The program's 1982/83 budget of \$16.6 million supports more than 250 projects. The current Outreach budget of \$16.6 million represents an increase of 35 per cent over the funding originally allocated for this fiscal year.

As honourable members may know, I recently announced that the Commission will be consulting directly with Outreach sponsors and clients to prepare a report which will contain recommendations for the future policy of the Outreach Program.

When Parliament returned after the summer recess, the Minister of Finance announced a special program designed to help those hardest hit by current economic conditions. The \$500 million New Employment Expansion and Development Program is gathering momentum as the provinces are joining with the federal government in a concerted effort to help as many people as possible. To date, Ontario has agreed to contribute \$100 million, Saskatchewan has pledged \$7 million and Newfoundland \$3 million. Other provinces have also expressed a willingness to participate.

I am very pleased that the three provinces have been so quick to respond to this emergency situation, and I am optimistic that the others will soon make equally generous contributions.

NEED holds out hope to those who have exhausted their UI benefits or who are on social assistance. The federal contribution alone would have created at least 60,000 jobs in useful endeavours over the next 18 months, and this number will increase dramatically with participation of the provinces, municipalities and the private sector.

A host of local improvements, from new sewage systems to cultural centres, will make our communities better places to live in. Furthermore, for the first time the Commission is allowing work projects to occur in the private sector.

As honourable members know, NEED sponsors may be federal government departments and agencies, municipalities, voluntary non-profit organizations, private sector businesses and unions. Provinces and territories that choose to become partners in the program will also be eligible to sponsor projects utilizing federal funds.

Projects may cover a wide range of activities, employing any number of people. Federal government initiatives could include:

- Community airports and tourism development projects;
- Construction of small craft harbours or fisheries facilities;
- Heritage restoration;
- Salmonid enhancement projects;
- Social housing upgrading and repair;
- Native housing construction and repair;
- Conservation measures;
- Parks improvement;
- Water development for agriculture;

Examples of private sector projects may include:

- Reforestation;
- Modernization of plant or facilities;
- Energy conservation;
- Pollution abatement;
- Site development for future construction;

Examples of municipal and non-profit projects may include:

- Improvement of adaptation of facilities for the handicapped;
- Infrastructure and municipal services;
- Cultural activities;

- Social and community support programs, including child care and services for the elderly;
- Tourism development;
- Public works which would not otherwise be initiated;
- Urea Formaldehyde Foam Insulation remedial action for low income home owners.

Provincial projects will be developed according to provincial government priorities.

It is true Mr. Chairman that we have a fairly large number of programs in operation at the same time, but this should not be perceived as lack of planning. In fact it is planning at its best because it recognizes the complexity of the task. Mr. Chairman, let me say that some programs create short-term jobs, while others address problems of groups -- such as women, youth, disabled people and Native Canadians who have special problems in becoming established in the labour force. Still other programs attempt to stimulate economic development and thus create long-term jobs. The diversity of these programs is necessary to serve the best interests of Canadian workers.

Before turning to our requirements for Supplementary Estimates, Mr. Chairman, I should mention the significant contribution the new National Training Program will make to Canada's economic development. At this time, I would like to thank all honourable members for their useful suggestions and for the spirit of cooperation they showed when the new legislation was presented to them this summer.

The new training program puts an emphasis on skill training so that Canada will have the high calibre labour force it needs to meet the challenges of the high-tech era. At the same time, the program is providing opportunities for the disadvantaged, women, youth and Native people to acquire the skills they must have to escape the job ghetto.

Mr. Chairman, I am pleased to report that all 10 provinces and the two territorial governments have now signed three-year training agreements with the federal government, thus bringing the full range of services provided by this billion-dollar-a-year program to Canadians in every part of the country. In my travels to provincial capitals to sign the agreements I was most impressed by the cooperative attitude of my provincial colleagues who expressed their fullest support in implementing the new program as soon as possible. I think Mr. Chairman this proves the value of the consultative process we established last January to involve the provinces and the private sector at an early stage in the development of the new training program.

Mr. Chairman time does not permit a complete review of the new training program, but I would like to take a few minutes to describe one of its most innovative features, the Skills Growth Fund. The fund will greatly expand opportunities for young people to enter highly skilled occupations. It will provide financial assistance to provinces and private non-profit training organizations to establish or expand training facilities, to develop training courses and to cover initial operating expenses.

Many training centres which provide training in national occupations have not been able to keep up with the demand of the labour market. The fund will be a welcome shot in the arm for centres who require additional financing to expand and to modernize to capacity.

Mr. Chairman, during the next few weeks we expect to review about 25 proposals for funding under the Skills Growth Fund. Before the end of the fiscal year, nearly 100 proposals will have been considered.

The Canadian Occupational Projection System (COPS), our occupational projections system, is constructed to support broad participation of all key players and to create a tool which encourages a rational discussion of the future outlook of labour market conditions. This illustrates how shared problems and responsibilities can trigger efficient co-operation towards the discovery of innovative solutions. In January, we will be holding a COPS conference to identify with provincial governments, business and labour, trends in the labour market so that federal training resources can be efficiently channelled. This conference will be followed soon after by a federal provincial meeting of ministers at which we would hope to make further designations of national occupations.

Now turning to Unemployment Insurance, honourable members are aware that as announced in late October by the Minister of Finance, Unemployment Insurance rates have been set for 1983. Effective January 1, employees will pay \$2.30 for each \$100 of their insurable earnings. These rates are up over last year, Mr. Chairman, as most members know.

The Commission selects from a range of choices the actual premium rate to be charged. The rate chosen is based on such criteria as maintaining relative premium rate stability from year to year and avoiding excessive cumulative deficits or surpluses. This year, however, exceptional economic circumstances required the Commission to take more factors into account.

The unemployment insurance system has provided people with financial stability during this serious recession. Naturally, this has meant significant increases in the cost of financing UI benefits for almost twice the number of people this year over last year. As a result, the size of the UI deficit increased dramatically, making an increase in UI premium rates inevitable.

The decision to increase rates was based on extensive consultation with business and labour during late summer and early fall. Our discussions focused on finding a premium rate that would strike a balance between paying for the deficit in the UI premium account and not unduly restricting the purchasing power and cash flow of individuals and businesses.

To cover the deficit entirely would have meant doubling the premium rate to \$3.75 per \$100 of insurable earnings, costing employers and employees approximately \$6.4 billion in additional premiums in 1983. This option was clearly unacceptable, given its inevitable depressing impact on the momentum of economic recovery. It was felt that other higher-range rate options would have still had a significant negative economic impact. For example, a rate of \$2.80, in the mid-range of our options, would have meant additional cash demands of \$3.5 billion on employers and employees.

On the other hand, in the interest of good financial management, we had to balance the objectives of paying for expected costs as quickly as possible and minimizing the impact on the private sector of the major increase this implies.

The rate of \$2.30 selected for 1983 was the maximum we felt the private sector could absorb. However, this will likely result in a cumulative deficit of the order of \$4.5 billion by the end of 1983. As my colleague, the Minister of Finance, and I indicated we will be examining ways of bringing the deficit down to a more manageable level. This is one of the issues that will be reviewed by the panel which I announced recently.

Members will also recall that when we started consultations on the premium rate, we had just announced changes to streamline UI regulations so that most money paid to UI claimants when they stopped working would not affect their claim for UI benefits. This was strongly supported by both employer and employee groups in discussions. Given the financial needs of the unemployed during this recession, this change was particularly timely. For many claimants, it meant getting benefits sooner, rather than waiting, for example, for their wages instead of notice or vacation pay to run out first. We estimate that the change would add some \$100 million to program costs in 1983-84.

Members will recall a letter I sent to them in mid-November about the backlogs in UI claims processing. I thought it important to bring Members up-to-date on the situation.

Our current high level of unemployment has meant that the UI administrative system has had to deal with record levels of UI claims. The large increase in the claim load has put an obvious strain on the claims processing system. Over the past months, we have put in place a number of initiatives to improve our speed of service.

- First, the Treasury Board has approved an allocation of additional person-years. This will result in some 2,500 new staff being added to the delivery of the UI program. Most of these people have been hired and trained, and they are expected to be fully in place for the winter workload.
- Staff are being temporarily transferred from regions where claims processing is more up-to-date to those regions that need help.
- Regional office personnel are helping local CECs with adjudications where required. In some regions, special centralized adjudication centres have been set up.

- Our staff have worked many hours of overtime on evenings and weekends.

In a system of this size, the strains placed on it have required CEC managers to deal with much more complex administrative decisions. They have had to manage the wide variety of Commission programs while, at the same time, remaining sensitive to the important issues of speed of service and control of the UI Account.

Having been Minister for over two years now, I can say that I am proud to be associated with the men and women in the CECs. They have demonstrated a flexibility and dedication that has enabled us to move people around from job to job and from region to region to cope with an unprecedented situation. They have shown me the true meaning of public service. I am sure all Members would join me in congratulating Commission employees.



Minister
Employment and Immigration

Ministre
Emploi et Immigration

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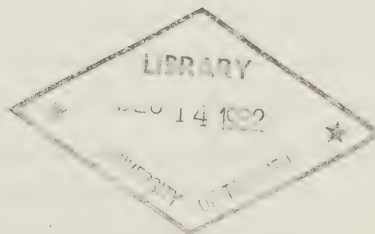
Subject

Date
Sujet

December 2, 1982

SPEAKING NOTES
FOR
THE HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION
BEFORE
THE STANDING COMMITTEE
ON
LABOUR, MANPOWER AND IMMIGRATION
(IMMIGRATION SUPPLEMENTARY ESTIMATES 1982-83)

Check Against Delivery



Introduction

The immigration program is covered by votes 20 and 25, and under these votes I am seeking approval for an additional \$8.2 million and 12 person-years.

However, funding is not the only issue here. More importantly, I want to speak to you about people. Any discussion about immigration is essentially a discussion about people. In this context we are specifically concerned about new immigrant arrivals and how we can provide for them after they arrive in Canada.

You will remember that at the beginning of November, I announced the immigration levels for 1983. That decision was not made in isolation. That decision followed months of consultations with provincial and territorial governments, and more than 100 refugee and immigrant aid organizations, employer and union associations, community groups, churches and ethnic agencies. An important point of many of these discussions was the question of how to help immigrants to become full partners in Canadian society. We accept people from over 146 countries, and that spells over 146 different cultures, and many different languages.

In practical terms we had to assess Canada's absorptive capacity over the coming months. There was a surprising degree of unanimity of opinion among diverse groups regarding how the downturn in the economy has impaired Canada's absorptive capacity. Provincial and municipal governments commented on how, in addition to the labour market, the recession had imposed strains on housing and services, all of the things immigrants require when establishing themselves in Canada. Community groups testified to the decline in the availability of private funds for their activities. They talked about changes in the attitudes of Canadians who are victims or potential victims of the recession towards the arrival of more people from overseas.

Taking all this into account, I announced an Immigration Level for 1983 of 105,000 - 110,000. This was an adjustment from the level forecast last year reflecting a reduction in the intake of selected workers. On the humanitarian side there has been no slackening of our commitment to family re-unification as reflected in family class immigration which will likely increase in 1983.

We did, however, have to lower our sights on government funded refugee admissions in order to ensure an adequate level of support to those who are admitted.

Canada remains committed to its compassionate and humanitarian tradition of offering opportunities for resettlement to refugees and to other victims of displacement and persecution. The Annual Refugee Plan for government-assisted refugees and members of Designated Classes is developed after close consultations with the office of the United Nations High Commissioner for Refugees, international and Canadian refugee-aid organizations, and provincial governments. The refugee plan for 12,000 government-assisted refugees in 1983 represents the minimum number of refugees who will be assisted by Canada. It stands as a clear and practical demonstration to the United Nations and to the Canadian people of Canada's international commitment to assist persecuted people and others in need of special help.

In addition, the Canadian government carries out various programs of humanitarian assistance in accordance with the needs of groups in various world areas. For example, in 1983 there will be special programs for family members from Lebanon, Poland, and El Salvador. Under these programs, persons from these countries come to Canada under special relaxed criteria, thus enabling them to avoid having to flee to refugee camps in other countries before being assisted. This reduces the risk to the individuals concerned, and reduces pressure on United Nations refugee camps in various world areas.

In response to the growing unrest in Poland, I introduced a series of special measures to help Poles in Canada, as well as those in Poland and in refugee camps in Western Europe. We allowed Canadians with relatives in Poland to bring their relatives out of the country, under new, relaxed criteria, to bring them directly out so that they didn't have to go through that horrendous experience of trying to escape across the border. In the last nine months we have accepted over 1,300 people under that particular measure.

At the same time a number of Polish visitors who had come to Canada to visit their friends or relatives suddenly found the gates had been closed. We put forward a program that allowed them to stay in this country under a work permit. Over 2,000 to 3,000 people in that circumstance were given the right to apply to become permanent members and citizens of this country.

But perhaps most important are those in the camps. As of the end of this year, after sending two special task forces to the Austrian refugee camp Traiskirchen - one of my own staff members from Winnipeg was a member of that special team - the combined sponsorship of the government and the private sponsors of this country have brought out some 5,000 refugees from that camp alone, which amounts to a total of 10,000 Polish nationals who have been given the right to come to Canada to become citizens. On a per capita basis, we have accepted more Poles than any other country in the world during the past year.

I would like to report to you as well one other measure that we have just undertaken to help solidarity members or trade union members who had been imprisoned or detained. My officials in Warsaw are now interviewing over 50 detainee cases, some 200 Polish people, to help them come directly to this country and settle here.

There are 14 million refugees around the world today and those numbers are increasing every day. Canada is not just accepting refugees from Poland; but also from El Salvador. We are bringing out the Christian minorities from the Middle East, the minorities from Ethiopia and Uganda and those from Southeast Asia.

In areas such as Central America, where individuals are in danger and some still in flight from immediate violence, we have actually doubled our allocations in 1983 to ensure we can do the most good possible with our program. I'd like to point out to you that Canada is the only major resettlement country now accepting Salvadoran refugees. Since I introduced them on March 19, 1981, the special measures for Salvadorans, similar to those designed to help the Poles, have benefitted some 1,000 citizens of El Salvador.

But we can't forget that we must also deal with the plight of oppressed minorities, an ongoing problem with a long history. Movements to Canada of Armenians from the Middle East and of Jews from Morocco in the late 1950s and early 1960s were among the most striking examples of Canadian governmental assistance to victims of persecution who were still in their own countries.

The proclamation of the new immigration legislation in 1978 included a new mechanism by which oppressed minorities could be selected under the humanitarian provisions of the Act. The legislation specified that such groups become Designated Classes.

I have since realized, however, that these first designations do not give Canadians enough scope to provide assistance to persecuted minorities. I have recommended that a broader Regulation be drafted to facilitate the designation in any part of the world, of persecuted minorities and political prisoners. This provision will apply to a schedule of countries in which according to objective information persons are imprisoned for political reasons or there is other evidence of oppression for reasons of race, religion, ethnicity, political opinion, or the peaceful exercise of their human rights.

This Regulation will soon be in place, enabling both the federal government and individuals and private groups to provide direct aid to members of oppressed minorities.

We have also tried to help as many handicapped refugees as possible, those who face a terribly uncertain future. During the summer of 1982, an agreement was signed with the government of Newfoundland under which the federal government and the province work jointly with private groups to provide resettlement help for refugees with these special needs. The agreement benefits handicapped refugees, those with tuberculosis, and unaccompanied minors who could not otherwise be admitted because of the difficulties they would face in becoming established in Canada. This agreement is similar to one I concluded with the government of Manitoba in September 1981. Several other provinces are now considering entering into similar agreements.

The Refugee Status Advisory Committee (\$717,000)

We also have a model system for assisting genuine refugees within our own borders. The Refugee Status Advisory Committee, which reviews and makes recommendations to me on refugee status claims made in Canada, has been given an extended mandate to strengthen and enhance its operations. It is vital that we recognize the significance of this Committee, for its very existence is a testament to the flexible nature of Canada's immigration policy. Those granted Convention refugee status from within Canada represent an additional number of homeless people we can help above and beyond those planned for in the yearly immigration level. RSAC is one of the most tangible pieces of proof that Canada does more than simply talk about its compassion for those who have been forced from their homelands.

A number of steps have already been taken to support the vital RSAC review mechanism, including the appointment of four additional full-time members, and a new chairman. The Committee now reports directly to me, and I am in the process of getting more staff for the RSAC Secretariat and the research facility. Improved office facilities for RSAC members, separate from the Commission, will also be available by December 1982.

Since 1978, there has been a steady increase in the number of claims received by the Committee. The Committee must consider all claims, and has little control over the volatile world situation which produces the need for this evaluative process. In 1978 only 685 claims were received with an average processing time of two months. From January 1 to October 31, 1982, the Committee received about 3,000 claims, with an average processing time of about

ten months. There can be little doubt, given not only the Canadian experience but also that of other countries who have offered protection to the persecuted, that volumes will continue to increase. The lengthy processing time has also caused a significant backlog of claims awaiting determination. Extra funding is necessary not only to cope with the backlog and reduce the processing time, but also to ensure that sufficient research is undertaken to maintain consistent and fair decisions.

There are twin problems arising from excessive delays in the determination of a refugee claim: emotional and economic wear and tear on the claimant, and the kind of frustration which can lead to the abuse of immigration procedures. I have therefore asked my officials to determine whether there is any possible way to provide oral hearings under the existing Act and, if so, to develop a pilot project to test the effectiveness of such an approach in enhancing the fairness of our determination process and, at the same time, dealing expeditiously with the claims. If this is not possible within the present confines of the Act, I will be open to changes in the Act itself to accomplish these ends. I have asked the Chairman of the Refugee Status Advisory Committee to meet, on my behalf, with various refugee concerned-groups and the Canadian Bar Association and to cooperate with my officials in exploring and evaluating the various procedures available to us.

The combination of family reunification, special humanitarian measures and the Refugee Status Advisory Committee will help a minimum of 3,000 to 4,000 persons in need of protection to settle in Canada, in addition to the 12,000 refugees referred to in the Plan. Private refugee sponsorships by groups and families will further augment the refugee intake. I expect that at least 2,000 additional refugees will be helped through the efforts of individual Canadians.

I have also given an incentive to the private sector to sponsor more refugees. I recently announced measures which will make training allowances available to group-sponsored refugees on language or skill courses sponsored by the CEIC. This will provide an average of 20 weeks allowance per refugee family, easing the burden on sponsoring groups who would otherwise have to pay maintenance and lodging during this time. Sponsoring groups at the grass roots level can occasionally find jobs and housing for refugees even in hard times and in places where general information might indicate there are few opportunities. The training allowances will encourage groups to search these out and bring refugees forward to fill them.

Additional federal funding is needed if we are to maintain our leadership role in helping immigrants and refugees adjust to life in Canada and integrate into our society.

Adjustment Assistance Program (\$7.5 million)

I would now like to turn to the Adjustment Assistance Program. Until newly arrived refugees and impoverished immigrants are ready to join the labour force and become self supporting, their basic financial needs are met through the Adjustment Assistance Program (AAP). This essential assistance includes temporary food and shelter, clothing, transportation and basic household needs. We are talking about life support systems here, the bare minimum.

I cannot stress enough the impact that tight economic conditions have had on AAP expenses. Clothing, food, housing and transportation costs have risen sharply in the past year, and these form the basics of life that AAP provides. Because of the unemployment situation those who receive AAP assistance are staying in the program longer. For example, recipients we estimated could stay on the program for 4.5 months have been receiving assistance for an average of 7.3 months, as of the end of September. This represents a direct cost increase, before we have even begun to examine the actual services received.

These are the economic realities we must face, and while they dictate our policies to an extent, we can't afford to forget the vital role settlement policy plays in nurturing productive, self sufficient new Canadians. A growing number of independent and sponsored refugees are requiring federal assistance. It now costs an average of \$2,633 per refugee to provide the necessary services, an increase of \$646 over the original budget forecast--an increase of \$646 for every refugee receiving assistance through AAP.

Once the essentials are taken care of, the day-to-day realities of eating, sleeping, and staying alive, then we can start working on the more complex issues of integrating into a new society, learning about a different culture, and speaking a totally foreign language. But, important as it is, there's very little you can teach a man, woman or child who is cold and hungry. Refugees must have a firm base, a solid foundation on which to build the layers of hope, optimism, the promise of a new life.

I would now like to review some of the significant immigration measures undertaken over the past year, to illustrate how we put our principles into practice.

Entrepreneurs and Self-Employed Persons

I recently recommended improvements to my Commission's special program to encourage the recruitment and selection of entrepreneurs and self-employed persons with funds to invest in Canadian business opportunities. The considerable impact that entrepreneurs and self-employed immigrants can have on the creation of new job opportunities for Canadians and the generation of new investment capital should be underscored. Immigration critics tend to dwell on immigration as a threat to Canadian jobs, a drain on our over-burdened economy. Let's look at some of the statistics. In 1981, 1,893 entrepreneurs were brought into the country. They brought \$441 million with them and created a minimum of 3,100 Canadian jobs. From January to June of this year the numbers still look encouraging -- 1,002 entrepreneurial immigrants, \$322 million dollars, and 1,674 jobs so far. I should point out that these job statistics are calculated on the basis of 5 jobs created by each entrepreneur, and one by each self-employed immigrant. Since these immigrants are brought in on the obligation that each self-employed person will create up to 5 jobs, and entrepreneurs 5 jobs or more, the actual number would be much higher.

I have also started consultations to redesign the current selection criteria for entrepreneurs and self-employed persons to ensure that they will best accommodate applicants who make a direct, positive contribution to Canada's economic development.

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Foreign Domestics

On November 25, 1981, my Commission/Department introduced a new foreign domestics policy after extensive consultations with provincial governments, immigration specialists, and other concerned agencies and organizations. The new program allows foreign domestics who have been in Canada for more than two years to apply for permanent resident status from within the country, provided they can become successfully established.

I am pleased to say that the program has shown encouraging signs during its first year in operation. The number of immigrants admitted as domestic workers during the first five months of 1982 has more than doubled compared with the same period in 1981; the numerical increase was from 176 to 366 domestic workers. Statistics for landings in Canada are equally positive; of the 2,004 applications received by July 1, 1982, 660 had been accepted and 687 had been referred for training. The other cases were awaiting decisions for either immediate landing or referral for training.

Foreign Entertainers

On May 6, 1982, new measures were implemented to further protect career opportunities for Canadian artists and entertainers. In response to representations from the arts and entertainment industries, my Commission/Department extended the requirement for validation of employment offers to include foreign artists working in taped television dramatic productions and in live dramatic performances which are being filmed. This requirement already applied to artists working in film.

Foreign Academics

The federal government has established a program to ensure that qualified Canadians are given the first opportunity to fill post-secondary teaching positions in Canada. My Commission/Department is now analysing the effectiveness of the program, and will be holding discussions with provincial governments and interested groups to determine if any additional steps to improve the current policy can be identified.

Family Class Sponsorship Eligibility

The eligibility of dependants for sponsorship as immigrants under the family class is now based on a more flexible age limit. Effective September 1, 1982, dependants will be eligible to receive visas until their 23rd birthdays, although they must still be under 21 when they apply for visas and when their relatives in Canada agree to sign an undertaking of support. The new regulations will mean less paperwork and should shorten processing times for such cases by about three months, ensuring that families will be able to have their applications processed without undue delay or inconvenience.

Study on Illegal Immigrants

In the spring of 1982, I asked the Canada Employment and Immigration Advisory Council to study the problem of illegal immigrants in Canada. The Council has assessed the extent of illegal immigration in this country and examined its origins and outlook. In carrying out its study, the Council has met with representatives of ethnic communities, immigrant service organizations, law enforcement agencies, and immigration officials, and will present its report in the near future.

Joint Review on Settlement and Integration

Flowing from the relationship between immigration levels and settlement programs and services in the context of the three-year planning cycle, a joint review of immigrant settlement and integration policies and programs was undertaken by my Commission and the Department of the Secretary of State. This interdepartmental group provided its views to me, to the Secretary of State, and to the Minister of State (Multiculturalism).

We all agreed to the desirability of a strong federal leadership role in the development of an enriched and concentrated settlement policy to ease immigrants' initial adjustment to life in Canada. This framework, which will be elaborated upon in consultation with provinces and private groups, could consist of a number of basic programs and services, including language training, orientation, information and referral to other agencies, income maintenance, emergency health services, employment assessment and counselling, and interpretation and translation.

Current planning provides for consultations with the provinces and the voluntary sector over the winter of 1982-1983, concluding in the spring of 1983. Proposals for changes in existing settlement programs might include modifications to the Adjustment Assistance Program and the Immigrant Settlement and Adaptation Program.

* * *

In closing, I'd like to say that I plan to continue working in close co-operation with members of Parliament, provincial governments and private organizations, to ensure that our immigration policy remains responsive and an accurate reflection of the humanitarian tradition of all Canadians. Copies of this year's immigration levels report and background paper are available for members who want a detailed look at this year's immigration issues.



Quebec's Role in Canada's Economic Recovery

NOTES FOR AN ADDRESS BY

MR GAËTAN LUSSIER

DEPUTY MINISTER AND CHAIRMAN OF EMPLOYMENT AND IMMIGRATION CANADA

TO THE

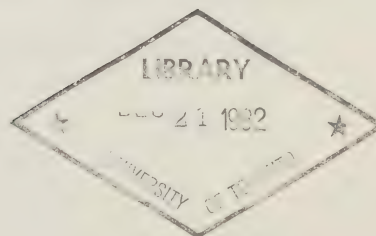
CONSEIL DU PATRONAT DU QUÉBEC SYMPOSIUM

ON THE NATIONAL TRAINING PROGRAM

December 7, 1982

Bonaventure Hotel, Montreal

Check against delivery



I would first of all like to thank the Conseil du patronat, which includes among its members so many leading figures in Quebec's industrial and business communities, for taking part in this symposium today. I would also like to add a special word of thanks to the Chairman, Sébastien Allard, and the "eternal" Executive Vice-President, Ghislain Dufour. I see this symposium as further evidence of the co-operation between business and the other principal actors in the economy, including the federal, provincial and municipal governments, as well as the labour unions, which is absolutely essential, especially in a country like Canada where the economy is mainly centred on free enterprise.

I am very pleased today to see so many Quebec businessmen and industrialists whom I knew earlier on in my professional life in Ottawa, Montreal and Quebec City. I have followed the progress of your organization closely since its foundation in 1969. In fact, Mr. Perreault, who comes from St-Hyacinthe, very close to where I was brought up, was your first chairman. Obviously, I can anticipate good "counsel" from you.

I would also like to say that Mr. W.E. McBride, the employers' top representative in the Canada Employment and Immigration Commission, played a major part in preparing today's symposium. Commissioner McBride, whom most of you already know, has been with the Commission since its inception, and his vast experience in economic affairs, both in the private sector and in government, has been a valuable asset to us.

Finally, I want to mention the dynamic contribution made by Gabriel B  land, Quebec Region CEIC Executive Director, and everyone on his team. Indeed, I would like to take this opportunity to say a particular word of thanks to all our staff in Quebec for the unremitting devotion they have shown in their service to the public in these difficult economic times. It is common knowledge that our placement, unemployment insurance and job creation staff have had to cope with an unusually heavy workload and have sometimes had to administer new programs without the help of computers. This has meant delays for the public, who have had more than enough to contend with already, and I would like to thank them, too, for their cooperation and understanding. One thing we have to remember is that often people were not prepared or expecting to become unemployed. Times have been tough for everyone. We have tried to humanize our services as far as possible, and although today we will be talking mainly about the National Training Program, you may be sure that my colleagues and I will be more than ready to listen to, and study, any suggestions you have to improve other CEIC programs or services.

...

I would like to remind you of a very appropriate statement which the Honourable Lloyd Axworthy, Minister of Employment and Immigration and head of my department, made on October 29 at a conference on Canada's economic policy for the 1980s held at the University of Manitoba. He said that no group has the monopoly on solutions to our economic problems, and therefore what is called for in these trying times is greater cooperation. I echo those sentiments. My colleagues from Employment and Immigration and I have come here hoping to discover, with you, new forms of consultation and cooperation that will better equip us to meet the challenges of the '80s, the age of the computer and all the other tools of modern technology.

We would also like to take this opportunity to bring you up to date on our current programs and services, and those new ones which we are developing. As you might expect, our new National Training Program will be the focus of this symposium.

I am sure you have been heartened by the recent signing of the agreement between the Government of the Province of Quebec and the Government of Canada, which will provide some \$750 million over three years for the benefit of both business and labour. We also hope that it will be possible for Quebec to have access to the Skills Growth Fund, to which we are committing over \$100 million for the next two years to modernize or install training equipment for workers.

You will hear more about this shortly in addresses by Gabriel Béland, Quebec Region CEIC Executive Director, and Bernard Dufresne, Regional Director of Training Programs.

The new National Training Act was promulgated in early August, after two years' work and consultation. Suggestions from employers, and other participants, including the provinces and labour, have been extremely useful. We can now say that overall cooperation on the program is firmly established.

Mr. Béland and Mr. Dufresne will also speak to you about designated priority occupations - careers offering good future prospects for the people working in your companies. The aim is to direct the workers that you, as employers, need or will need toward those occupations in which there are or will be skill shortages, often in high technology fields, not to those that have been or will be declared surplus or obsolete.

To help identify these rewarding demand occupations, we are making available to you the Canadian Occupational Projection System (COPS). Again, I will just touch briefly on this. With your cooperation, which I might add is indispensable, this system will provide us with a more accurate picture of the skills in demand in Canadian business and industry and help us to direct workers to priority occupations.

Several statements made recently in Quebec City show that there, too, high priority is given to providing training for careers with good prospects. Certainly in the future, far less money and, more importantly, far fewer human resources will go to waste in specialized training. The door will be opened to more worthwhile, steady jobs, productivity will increase and business will pick up.

The terms of financial assistance for employers have greatly improved. I will not go into details. But I will point out first, that we have cut the red tape, which I know was irritating to many of you; and second, that besides making the general terms much more generous, we have increased grants to help young people, women, Natives and others who have special problems in finding and keeping a job. In all, the Canadian government will spend more than \$1 billion on the program this year.

A moment ago, I spoke about our efforts to help young people, and I would like to repeat what the Minister of Employment and Immigration said in an important address he made in Toronto in July while travelling across the country to talk about the new National Training Program. He expressed the fear that a whole generation of young workers may be lost because they will despair of ever finding satisfying jobs.

The Minister of Employment and Immigration noted that young people between the ages of 15 and 24 make up a quarter of our labour force and that 20 per cent of them are jobless, accounting for nearly half of all the country's unemployed. Mr. Axworthy said it was imperative to take immediate steps to provide better training for young people in data processing and other high technology fields so that they will be equipped with the skills needed for the jobs that the economic recovery and new labour force requirements will open up.

There is concern in all quarters about the situation. For example, at the end of September, the social affairs committee of the Regional Conference of Bishops of Quebec published a 20-point letter on the situation of young people in the current economic crisis. Among other things, the committee said that all managers must make the creation of productive jobs a priority because it is essential to make a practice of ensuring continuity and working toward training the new generation. The letter also said there was an urgent need to review programs and offer young people training that would open up new job opportunities.

I honestly believe that the new National Training Program we are discussing today can make an enormous contribution to helping young people find worthwhile jobs and steady careers.

However, the bishops were realistic and did not expect governments or business to perform miracles. They simply repeated in their conclusions what Cardinal Casaroli, speaking for Pope John Paul II, said about unemployment, which he described as a social calamity. The Pope urged the entire society to cooperate in increasing the number of jobs by saving, investing wisely and accepting risks and hard work. This presupposes, he said, an all-out effort at social solidarity, which can only grow out of the conviction that the solution depends on each and every one of us. True, it is only through this concerted effort that we will reach our goal. Nevertheless, I think it is essential that, starting today, we at Employment and Immigration Canada and you as employers, two of the groups that could contribute much to this collective effort, should not only say, but also show, that we are determined to improve the lot of young people in the labour market.

I would urge those of you who do career counselling for young people to take advantage of our services and information material, especially with regard to the new National Training Program, to help these young men and women get a good start on the road to a successful career.

I would also like to say a few words to you about a phenomenon that is tied to the introduction of the computer, microelectronics and other technological advances. I am referring to the level of productivity we must achieve if we are to conquer world markets and above all keep and even expand our domestic markets.

Just the other day, Jack McArthur, financial writer for the Toronto Star, said in his column that employers have a key role to play in dealing with this problem. He went on to say that efficiency and effectiveness do not reduce the number of jobs. One reason why Canada has so much unemployment is that we have not been able to compete with foreign producers. He concluded by saying that if you cannot produce you cannot hire people and you may have to lay off the workers you do have.

In my opinion, adapting to modern technology is not only up to specialized workers, who have to learn to apply it, but also to employers, who have to learn to control and manage the "monster" which is full of marvels when you know how to use it. What is needed is a combination of imagination, initiative and an understanding of the difficult adjustments that will have to be made by the personnel affected by the changes.

Opinion is divided on the impact of robotics on the labour force, but it is generally felt that, in the end, more jobs are created than lost. The use of robots increases productivity, reduces costs and often does away with tedious and dangerous tasks. But it also creates thorny transition problems that, as we all know, lead to tricky negotiations between employers and unions. One thing is certain, however, and all interested parties are aware of it: no more jobs means no more unions, no more employers, and no more industries.

A few days ago, when I was preparing this speech, I came across the results of a study done in Vancouver on the impact of robotics. It showed that a robot installed by Cominco had created four jobs for the one it eliminated, and needless to say, the union had given its approval in this instance. Keith MacPherson, who heads the Western Foundation for Advanced Industrial Technology, is positive that fears about robotics eliminating jobs are groundless. He says, in the same vein as Mr. McArthur, whom I just quoted, that, in any case, we have no choice in the matter, because obsolete technology means lost international and domestic markets and the decline of industries. Martin Wedepohl, Dean of the Faculty of Applied Sciences at the University of British Columbia, has said that robots will create more jobs than they eliminate, and he points out that this is what happened in the case of computers - today North America's most dynamic market. At present, there are about 10,000 industrial robots in Japan, 3,500 in the U.S.A. and some 200 in Canada, mostly in Ontario.

Who knows, the day may come when speeches like this one will be written by robots... and delivered mechanically in bits and pieces at the listener's command. Such a prospect must surely be appealing to those people who feel like automatons when they listen to a long, drawn-out, after-dinner speech.

The nature of the activities carried out by our Department/ Commission's special job creation programs, unemployment insurance and so forth, requires us to take a cautious and realistic view of the future. I'm not going to try to make you believe that the immediate future is rosy. But there have been encouraging signs during these last weeks, or even months. However, we must not delude ourselves into imagining that when we are well on the road to recovery, all the jobs lost in the recession that has hit all the major industrialized countries over the last few years are going to reappear. Alas, no, many of these jobs have gone forever. Even though, as I mentioned earlier, young people are in need of special help, we must also do all that is necessary, through our National Training Program, to give appropriate retraining to older workers whose occupations have disappeared or are much less in demand that they were in the past.

There is no time to lose in responding to the new needs of a world that is evolving even more rapidly than many experts had anticipated under the impetus of new technology. Last century a famous economist predicted that the world would eventually be short of horses. The automobile, the airplane, the supertanker and so forth have obviously changed all that.

Today sees, or I should say yesterday saw, the beginning of the age of the computer, robotics and a whole range of other technological advances. For example, robotics has transformed the automobile industry in Japan, and America has had to follow its lead. There's no turning back. I say again, we have no choice. We can either lead or follow, but the only way is forward.

If Canada is to maintain its place as one of the leading countries in the world, it will have to keep up with progress and even, as far as possible, be in the lead. For example, in sectors where natural resources are a major asset, we must find solutions adapted to our North American environment and to our economic and cultural reality.

It has been said that every age in a person's life is a new experience. The same holds true for countries, which must adapt to constantly changing circumstances. Each stage brings a new and exciting challenge. In addition, there is resistance to overcome. In some quarters, there is a certain amount of distrust, sometimes even obsessive fear, of computers and other innovations. This means that the introduction of this technology - inevitable in the end - is delayed. Meanwhile competitors adopt it and gain an edge on us. New technology isn't something to be afraid of; it is something to make the most of, something to adapt to our needs and master. I repeat, Employment and Immigration is ready and willing to help you adapt to this new environment with its new National Training Program for workers.

I would like to say a word about the growing need for greater consultation on human resource planning. The Commission is aware of this need, and over the past few months it has signed national planning agreements with major Canadian industries, such as the aerospace, coal, shipbuilding, smelting, plastics and graphic arts industries. On November 1, we signed another agreement, this time with the Electrical and Electronic Manufacturers Association of Canada, which will benefit 110,000 workers in some 250 companies in this industry. In all, more than 400,000 workers stand to gain by these agreements.

But you know better than anyone that short-term planning is not sufficient. Before closing, I would like to talk to you about longer-term planning. We need your cooperation to ensure that the best use is made of the billions of dollars we will be investing under our National Training Program over the coming years, so that all Canadians will have the opportunity to contribute fully to furthering our economic development. Your attendance here today is further confirmation of the spirit of cooperation with which we will work toward our common goal in the years to come.

On the eve of the recovery of the Canadian economy, I want to extend an invitation to Quebec employers to be part of it, to profit by it fully. To do this, you must BE READY. Now is the time to set your objectives and draw up your plans, not only for your companies but also to make sure that you will have competent personnel to make your companies a success in the new-technology future. Keep us informed. And rest assured, once again, that you will have our full cooperation. If I may borrow, interest free, a slogan from a well-known bank: "When you succeed, we succeed."

...

In the few minutes I have left, I would like to say a word about a few of our other programs that might be of interest to you, starting with NEED, the New Employment Expansion and Development Program that was announced by the Minister of Finance on October 27 as part of his \$1.1 billion plan to help alleviate the hardships of prolonged unemployment. The Canadian government is seeking the cooperation not only of the provinces and municipalities but also of the private sector, that is, you, to help create many more jobs than the 60,000 that can be created with federal funds alone. Quebec's share of NEED funding will be \$170 million.

In his economic statement, Mr. Lalonde also announced the unemployment insurance premium rates for next year. These rates take into account the additional demands that will be placed on the fund because of what will inevitably be a very high number of unemployed people in 1983. The equation was not easy to balance, and as Mr. de la Palice would say, the money has to come from somewhere. From what we hear, employers' reactions were, on the whole, realistic, and this reassures us. After all, it is our job to administer the fund, and we need the cooperation of employers and employees to obtain the best possible results. The fund allows the redistribution of several billion dollars in benefits to more than a million Canadians per year - an economic cushion that has never existed before.

In addition, unemployment insurance provides financial support for two emergency job creation programs. You are already familiar with these, so I will say only a few words about them. First, there is the Work Sharing Program, of which many Quebec companies, large and small, have already taken advantage. As of November 2, work sharing had been implemented in 1,208 companies in Quebec which involved the participation of 48,219 employees. This means that 22,132 layoffs have been averted. In Canada as a whole, 180,224 workers have been covered by the program, and 76,413 layoffs have been avoided. For the current fiscal year, \$190 million has been allocated to this program, of which over \$54 million will go to Quebec. In 1983, \$150 million will be allocated nationally. I would like to mention that the Minister of Employment and Immigration recently announced that up to May 27, 1983, participating companies are eligible for a 12-week extension. This is to avoid some 12,000 layoffs during the winter.

Secondly, under section 38 of the Unemployment Insurance Act, unemployment insurance funds can be used to finance job maintenance programs in various sectors, including forestry, fisheries and mining. The federal government has approved an allocation of \$220 million for 1982 and 1983 for this purpose. Several forestry companies, in particular in the Lower St. Lawrence area, have already been helped by this program. As you are aware, there have been discussions with the Government of Quebec about even more extensive projects under the program, which could create thousands of jobs.

To sum up, together we can plan for the future and determine how to make the best use of one of our most precious resources - people - so that one day, by working together in a spirit of partnership we can all share in the economic recovery.



Minister
Employment and Immigration

Ministre
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Date
Sujet

NOTES FOR AN ADDRESS
BY THE
HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA
TO THE
CALGARY PERSONNEL ASSOCIATION
CALGARY, ALBERTA
TUESDAY, FEBRUARY 8, 1983

PLEASE CHECK AGAINST DELIVERY



I WELCOME THIS OPPORTUNITY TO SPEAK TO YOU TONIGHT AND WISH TO THANK DILAN PERERA OF YOUR PROGRAM COMMITTEE FOR HIS INVITATION.

I STAND BEFORE YOU TONIGHT TO TALK ABOUT JOBS - MORE SPECIFICALLY, WHERE WE WILL FIND JOBS IN 1983 AND WHAT SORTS OF CHANGES WE CAN EXPECT IN THE JOB MARKET IN THE FUTURE.

I WON'T BE TELLING YOU ANYTHING NEW WHEN I SAY WE ARE LIVING IN DIFFICULT TIMES. IT MUST BE PARTICULARLY TRYING FOR YOU WHO SO RECENTLY ENJOYED A JOB BOOM. INSTEAD OF RECRUITING STAFF, YOU HAVE BEEN SADDLED WITH THE UNEXPECTED TASK OF LAYING OFF EMPLOYEES AND TURNING AWAY THOSE LOOKING FOR WORK.

I WISH I COULD ASSURE YOU THE JOB MARKET WILL IMPROVE THIS YEAR. BUT ALTHOUGH WE ARE NOW SEEING SIGNS OF ECONOMIC RECOVERY, IMPROVEMENT IN THE LABOUR MARKET IS BOUND TO LAG BEHIND.

THERE ARE THOSE, PARTICULARLY MY CRITICS IN THE HOUSE OF COMMONS AND THE PRESS, WHO ACCUSE ME AND THE FEDERAL GOVERNMENT OF SHOWING CALLOUS DISREGARD TO THE PLIGHT OF THE UNEMPLOYED.

IT IS NOT DISREGARD THAT PROMPTED THE FEDERAL GOVERNMENT TO SPEND \$6.7 MILLION TO CREATE 3,000 EMPLOYMENT OPPORTUNITIES FOR ALBERTANS FROM APRIL TO LAST DECEMBER. IT IS BECAUSE WE CARE ABOUT PEOPLE THAT WE COMMITTED \$32.4 MILLION IN THE FIRST THREE QUARTERS OF THIS FISCAL YEAR TO TRAINING PROGRAMS FOR ALBERTA WORKERS.

I RECOGNIZE THAT GOVERNMENT INITIATIVES CAN'T PUT EVERYONE BACK TO WORK, BUT THEY DO CARRY SOME PEOPLE OVER THIS ECONOMIC DOWNTURN. I AM PARTICULARLY PROUD OF THE CANADA COMMUNITY DEVELOPMENT PROJECT THAT ESTABLISHES JOBS YET ANSWERS COMMUNITY NEEDS. FROM APRIL TO DECEMBER OF LAST YEAR, WE PROVIDED SHORT-TERM WORK FOR 1,240 PEOPLE IN THE PROVINCE. AT THE SAME TIME, WE MADE IT POSSIBLE FOR COMMUNITIES TO COMPLETE NEEDED LOCAL RECREATION, CONSERVATION OR OTHER PROJECTS.

WE HAVE ADDRESSED THE SPECIAL NEEDS OF DISADVANTAGED OR HANDICAPPED WORKERS WITH PROGRAMS LIKE THE LOCAL EMPLOYMENT ASSISTANCE PROGRAM (LEAP). THIS STRATEGY FOUND WORK FOR ABOUT 600 DISADVANTAGED ALBERTANS. THE PROGRAM FOR THE EMPLOYMENT DISADVANTAGED (PED) PUT ANOTHER 320 PHYSICALLY OR MENTALLY HANDICAPPED OR DISADVANTAGED PEOPLE IN THIS PROVINCE TO WORK.

WE HAVE COMMITTED \$15 MILLION TO OUR NEED PROGRAM IN ALBERTA IN AN ATTEMPT TO AID THOSE WORKERS WHO ARE HARDEST HIT BY THE ECONOMIC RECESSION. THIS COMMITMENT WILL PUT TO WORK

2,700 ALBERTANS WHO OTHERWISE FACE THE PROSPECT OF A LIFE ON SOCIAL ASSISTANCE. THIS PROJECTION DOES NOT TAKE INTO ACCOUNT THE GENEROUS CONTRIBUTION OFFERED BY THE PROVINCIAL GOVERNMENT. ALTHOUGH NEED IS JUST BARELY OFF THE GROUND IN ALBERTA, WE ARE CONVINCED IT WILL MEET THE EXPECTATIONS WE HAVE FOR IT.

THE SUCCESS OF THE WORK SHARING CONCEPT HAS BEEN ANOTHER SOURCE OF PRIDE FOR ME. ON THE FIRST ANNIVERSARY OF WORK SHARING, WE ADDED UP THE PERFORMANCE FIGURES AND FOUND THE PROGRAM HAD AVERTED 86,000 LAYOFFS. SOME 4,800 OF THOSE WERE IN ALBERTA. JUST OVER 200,000 WORKERS WERE ON WORK SHARING SCHEDULES DURING THE PROGRAM'S FIRST YEAR, WITH 11,000 IN ALBERTA. THE PROGRAM PROVED TO BE SO POPULAR IN ALBERTA THAT APPLICATIONS TO THE PROGRAM DOUBLED IN NUMBER IN JANUARY.

WORK SHARING, OUR TRAINING AND OUR JOB CREATION PROGRAMS HAVEN'T HALTED UNEMPLOYMENT. WE ARE QUITE AWARE OF THAT. BUT THESE PROGRAMS DO DEMONSTRATE OUR CONCERN FOR THE PLIGHT OF JOBLESS CANADIANS. I THINK WE HAVE ALL COME TO REALIZE HOW VERY IMPORTANT WORK IS TO OUR SENSE OF SELF-WORTH, OUR SENSE OF WHO WE ARE. NO ONE SHOULD BE DEPRIVED OF THAT.

THE RECESSION HAS TAUGHT US ONE VALUABLE LESSON - THAT GOVERNMENT CAN'T WORK ALONE. THE ECONOMIC DOWNTURN HAS TESTED OUR METTLE AS A NATION, THE STRENGTH OF OUR SOCIAL FABRIC AND OUR RESOLVE TO LEARN. WE HAVE NOT FAILED THAT TEST. GOVERNMENT, LABOUR AND BUSINESS HAVE LEARNED THERE IS MERIT IN COOPERATION.

WITHOUT COOPERATION, THE FEDERAL AND PROVINCIAL GOVERNMENTS COULD NOT HAVE MOVED FORWARD IN SEVERAL VITAL INITIATIVES. AT A MEETING JUST LAST MONTH HOSTED BY YOUR LABOUR MINISTER, ERNIE ISLEY, FEDERAL AND PROVINCIAL REPRESENTATIVES AGREED ON A COOPERATIVE STRATEGY TO CURB UNEMPLOYMENT. THE PROGRESS WE HAVE MADE IN DEVELOPING THE NATIONAL TRAINING ACT AND COPS WOULD NOT HAVE BEEN POSSIBLE WITHOUT HELP FROM THE PROVINCES. MR. ISLEY AND I ARE ON THE VERGE OF SIGNING A LETTER OF UNDERSTANDING ON A PROGRAM TO HELP PEOPLE WHO HAVE TO FACE THE PROSPECT OF NO LONGER BEING ELIGIBLE FOR UNEMPLOYMENT INSURANCE BENEFITS. THIS NEED PROGRAM IS FURTHER TESTIMONY TO THE SPIRIT OF COOPERATION WE NOW SEE AFOOT IN THIS COUNTRY.

WITHOUT COOPERATION FROM THE PRIVATE SECTOR AND LABOUR REPRESENTATIVES, THE WORK SHARING CONCEPT WOULD NEVER HAVE SUCCEEDED.

WORK SHARING REPRESENTS A TRIUMPH FOR TRI-PARTITE COOPERATION, AND REFLECTS A SPIRIT OF GENEROSITY ON THE SHOP FLOOR. MANY LONGTIME WORKERS WHOSE SENIORITY MIGHT HAVE SPARED THEM FROM LAYOFFS CHOSE INSTEAD TO WORK FEWER DAYS SO THAT THE MORE JUNIOR WORKERS WOULD NOT BE ADDED TO THE UNEMPLOYMENT ROLLS. WORK SHARING IS THE EPITOME OF COOPERATION.

WE IN THE FEDERAL GOVERNMENT WANT TO FACILITATE ECONOMIC RECOVERY WITH THE AID OF THE PRIVATE SECTOR AND LABOUR. WE WANT TO RUN FOR INDUSTRY, NOT OVER IT. IT IS ONLY WHEN WE WORK TOGETHER THAT WE CAN BE ASSURED OF A BRIGHT TOMORROW.

WE HAVE ALREADY SEEN SIGNS THAT RECOVERY MAY BE AROUND THE CORNER. THE CONFERENCE BOARD OF CANADA IS PREDICTING IMPROVED GROWTH IN 1983. INTEREST RATES AND INFLATION HAVE ALREADY BEEN WRESTLED DOWN, INCREASING THE PURCHASING POWER OF MOST CANADIANS. STATISTICS CANADA HAS NOTED A GAIN IN ECONOMIC OUTPUT. AND HOUSING STARTS AND RETAIL SALES ARE ALSO UP, POINTING TO ECONOMIC IMPROVEMENT. ALBERTA WILL BE ONE OF THE LEADERS IN THE RECOVERY. THE CONFERENCE BOARD BELIEVES YOUR GROWTH THIS YEAR MAY BE EXCEEDED ONLY BY NOVA SCOTIA'S. THE BOARD ALSO PREDICTS SOLID GROWTH IN OIL AND GAS PRODUCTION AND IN EXPLORATION.

ALTHOUGH THE NUMBER OF UNEMPLOYED MORE THAN DOUBLED LAST YEAR, IN ALBERTA, A GREATER PERCENTAGE OF PEOPLE WERE EMPLOYED HERE THAN IN OTHER PROVINCES. ABOUT 1 MILLION OF YOUR TWO AND A THIRD MILLION PEOPLE HAD JOBS.

ALBERTA STANDS TO BENEFIT FROM SEVERAL NEW INITIATIVES THAT MAY CHANGE THE NATURE OF WESTERN CANADA.

JUST TWO WEEKS AGO, THE NATIONAL ENERGY BOARD APPROVED THE EXPORT OF AN ADDITIONAL 12.2 EXAJOULES OF WESTERN CANADIAN NATURAL GAS. THIS ANNOUNCEMENT WILL TRANSLATE INTO NET BENEFITS OF \$17 BILLION FOR CANADA. ABOUT \$9 BILLION WILL BE SPENT TO BUILD PRODUCTION FACILITIES, PIPELINES AND LIQUIDATION PLANTS. IN ADDITION TO DIRECT CAPITAL BENEFITS, ALBERTA WILL ALSO GAIN FROM THE SPIN-OFF OF INCREASED NATURAL GAS ACTIVITY.

A MORE DRAMATIC CHANGE TO THE WESTERN ECONOMY HAS BEEN TRIGGERED BY THE AMENDMENTS TO THE CROW RATE. THE CROWSNEST PASS FREIGHT RATE, ESTABLISHED SOME 85 YEARS AGO, HELPED SHAPE THE FACE OF THE PRAIRIES. WESTERN CANADA'S ECONOMY - THE CROPS IT HAS GROWN, THE LIVESTOCK IT HAS RAISED, THE RAILWAYS THAT HAVE MOVED THE PEOPLE AND PRODUCTS, THE SERVICE INDUSTRIES IT HAS PRODUCED - HAS BEEN LARGELY DETERMINED BY A RIGID STRUCTURE OF FREIGHT RATES ESTABLISHED BEFORE OUR FATHERS WERE BORN.

THE REVISION TO THE CROW RATE WE ANNOUNCED JUST LAST WEEK WILL CHANGE THE ECONOMIC FACE OF THE WEST. NOT ONLY DOES IT PROMISE US SHORT-TERM BENEFITS, BUT IT ALSO GRANTS US AN OPPORTUNITY TO REDIRECT THE FUTURE OF THE PRAIRIES. MUCH AS LAYING THE ORIGINAL CPR TRACKS CHANGED THE NATURE OF THE COUNTRY, THIS RAILWAY REVITALIZATION CAN ALTER THE COURSE OF CANADIAN HISTORY.

CN AND CP RAIL PLAN TO SPEND \$12 BILLION OVER THE NEXT 10 YEARS TO EXPAND THEIR RAIL FACILITIES. THE CONSTRUCTION, METAL FABRICATING AND TRANSPORTATION EQUIPMENT INDUSTRIES WILL BE THE MAJOR BENEFICIARIES OF THE RAILWAYS' PLANS. MORE THAN 150,000 PERSON-YEARS OF NEW EMPLOYMENT WILL BE CREATED IN WESTERN CANADA, WITH NEARLY 43,000 OF THOSE JOBS IN ALBERTA.

THE INITIAL INVESTMENT WILL TRIGGER SECONDARY INDUSTRIAL SALES OF \$24 BILLION. WITH HARD WORK AND FORESIGHT, THE WEST CAN CAPTURE ABOUT 52% OF THESE DIRECT AND ASSOCIATED EXPENDITURES. ALBERTA, FOR EXAMPLE, STANDS TO GAIN CONSIDERABLY IN ITS METAL FABRICATING TRADE.

WESTERN CANADA WILL ALSO BE A PRIME CANDIDATE FOR INDUSTRIAL BENEFITS IN THE PROVISION OF ELECTRICAL AND ELECTRONIC EQUIPMENT FOR THE RAILWAYS.

TO ENHANCE THE ECONOMIC STIMULUS PROVIDED BY RAILWAY EXPANSION, WE HAVE EARMARKED ANOTHER \$75 MILLION TO BE SPENT DURING THE NEXT FIVE YEARS TO HELP WESTERN BUSINESSES. MONEY USED TO ENCOURAGE THE DEVELOPMENT OF RAILWAY EQUIPMENT MANUFACTURING INDUSTRY, PROCESSING OF FARM PRODUCTS IN THE WEST AND FOR RESEARCH AND DEVELOPMENT.

THE CROW WILL BE ESSENTIAL IN HELPING US PREPARE FOR THE FUTURE. WE NOW STAND ON THE BRINK OF A NEW INDUSTRIAL ERA FORCED BY TECHNOLOGY ADVANCEMENTS. AUTOMATION WILL CREATE

COUNTLESS NEW JOBS BUT WILL ALSO MEAN THE END OF MANY OTHERS. WE ALREADY RECOGNIZE THAT SOME PLANTS WILL NEVER REOPEN EVEN WHEN THE ECONOMY RECOVERS. SOME JOBS ARE LOST FOREVER. COMPANIES THAT SURVIVE COMPETITION FROM OVERSEAS WILL EMPLOY FEWER WORKERS IN AN ATTEMPT TO REMAIN COMPETITIVE AND PRODUCTIVE. INSTEAD, THEY WILL OPT FOR AUTOMATION AND ROBOTIC MACHINES. AS A RESULT, WE WILL HAVE TO MAKE A MAJOR TRANSFER INTO DIFFERENT KINDS OF EMPLOYMENT. AT THE SAME TIME, MANY COMPANIES WILL BE EXPANDING AND WILL REQUIRE NEW PEOPLE WITH NEW SKILLS. WE WILL HAVE TO ENSURE THAT PEOPLE HAVE THE APPROPRIATE SKILLS FOR THOSE NEW EMPLOYMENT AREAS.

WE ARE OBLIGED TO LOOK BEYOND CURRENT DEMAND AND SUPPLY FOR THE SIMPLE REASON THAT TRAINING TAKES TIME. UNLESS WE MOVE NOW, FUTURE SHORTAGES ARE BOUND TO EXIST.

THE NEW NATIONAL TRAINING PROGRAM APPROVED LAST JUNE WILL SPEARHEAD OUR EFFORTS TO PROVIDE CANADIANS WITH THOSE SKILLS. THE ACT REPRESENTS AN ORGANIZED APPROACH TO BRIDGING THE GAP BETWEEN TRADITIONAL EMPLOYMENT AND THE NEW WORLD OF COMPLEX TECHNOLOGY. IT IS ALSO AN ENLIGHTENED WAY FOR US TO PROVIDE THE DISADVANTAGED, WOMEN, YOUTH, AND NATIVE PEOPLE WITH OPPORTUNITIES TO ACQUIRE THE SKILLS THEY MUST POSSESS TO ESCAPE THE JOB GHETTO.

THIS YEAR IN ALBERTA, THE COMMISSION HAS PROVIDED PROGRAMS ON RESERVES TO TRAIN ABOUT 100 INDIVIDUALS IN SUCH SKILLS

AS TRUCK DRIVING, INDUSTRIAL CONSTRUCTION, AGRICULTURAL AND AUTOMOTIVE MECHANICS AND CARPENTRY. ABOUT 70 WOMEN WILL ALSO BENEFIT FROM SPECIALLY DESIGNED TRAINING.

THE ACT HAS BECOME A NATIONAL UNDERTAKING WITHIN THE CONFEDERATION FRAMEWORK. ALL TEN PROVINCES AND TWO TERRITORIAL GOVERNMENTS SIGNED TRAINING AGREEMENTS WITH THE FEDERAL GOVERNMENT. THE INJECTION OF \$1 BILLION A YEAR INTO TRAINING PROGRAMS AND FACILITIES OVER THE NEXT THREE YEARS WILL RESULT IN SOME 250,000 FULL-TIME AND PART-TIME TRAINEES EACH YEAR.

UNDER THE NEW NATIONAL TRAINING PROGRAM WE ARE PLACING GREATER EMPHASIS ON TRAINING IN HIGH-SKILL OCCUPATIONS THAT HAVE TRADITIONALLY BEEN IN SHORT SUPPLY, REQUIRING US TO DEPEND UPON IMMIGRATION TO SATISFY OUR NEEDS.

THE REVAMPED TRAINING PROGRAM, YOU WILL BE GLAD TO HEAR, ALSO REDUCES THE AMOUNT OF PAPERWORK EMPLOYERS HAVE TO DEAL WITH. FROM A RATHER COMPLICATED SYSTEM, WE HAVE MOVED TO THE POINT WHERE THE EMPLOYER AND GOVERNMENT CAN NEGOTIATE A SINGLE RATE PAYMENT - AN AMOUNT PER TRAINING DAY FOR EACH PERSON BEING TRAINED.

THE NATIONAL TRAINING ACT, THROUGH THE SKILLS GROWTH FUND COMPONENT, PERMITS US TO ENSURE TRAINING CENTRES ARE ABLE TO COPE WITH CHANGING SKILL DEMANDS. ON JANUARY 21, I WAS ABLE TO ANNOUNCE APPROVAL OF 118 PROJECTS USING \$42 MILLION FROM THE

FUND TO ESTABLISH, EXPAND OR MODERNIZE TRAINING FACILITIES ACROSS THE COUNTRY. WE HAVE NOT YET BEEN ABLE TO ANNOUNCE ANY PROJECTS FOR ALBERTA BUT WE HAVE RECEIVED FOUR APPLICATIONS WORTH \$24 MILLION FROM PRIVATE INSTITUTIONS IN ALBERTA. THE PROVINCE HAS ALSO INDICATED IT HAS PLANS FOR ANOTHER 11 PROJECTS.

OUR GOAL IS TO HAVE A FIRST CLASS TRAINING SYSTEM IN PLACE, TURNING OUT CAPABLE WORKERS FOR NATIONALLY DESIGNATED OCCUPATIONS.

THE DESIGNATION OF NATIONAL OCCUPATIONS IS A KEY ELEMENT IN OUR STRATEGY UNDER THE NATIONAL TRAINING ACT. OUR AIM IS TO PROVIDE FOR TRAINING IN OCCUPATIONS WHERE QUALIFIED PEOPLE ARE IN SHORT SUPPLY AT THE MOMENT OR ARE LIKELY TO BE NEEDED IN THE FUTURE.

UNDER THESE CONDITIONS, WE ARE PREPARED TO GIVE PRIORITY TREATMENT TO EMPLOYER TRAINING NEEDS AND TO MAINTAIN SIMILAR PRIORITY IN OUR TRAINING AGREEMENTS WITH THE PROVINCES.

AN INTERIM LIST OF FORTY-SEVEN NATIONAL OCCUPATIONS WAS DRAWN UP LAST YEAR AFTER RECEIVING RECOMMENDATIONS FROM THE FEDERAL-PROVINCIAL MANPOWER NEEDS COMMITTEES. WE ALSO DREW ON AVAILABLE INFORMATION FROM THE PRIVATE SECTOR.

PLANNING FOR THE FUTURE WAS HIGH ON THE AGENDA OF THE FIRST NATIONAL OCCUPATIONAL OUTLOOK CONFERENCE LAST MONTH IN HULL. COPS, OUR COMPUTER-BASED PROJECTION SYSTEM, IS A NAVIGATIONAL TOOL THAT WE HOPE TO USE TO CHART UNCERTAIN WATERS. IT WILL PINPOINT THE TROUBLE SPOTS WHERE SUPPLY MAY NOT MEET DEMAND UNLESS ACTION IS TAKEN. IT WILL HELP ALL THOSE WHO NEED TO KEEP IN TOUCH WITH THE LABOUR MARKET TO ASSESS TRENDS AND TO CHART THE EBB AND FLOW OF PEOPLE IN AND OUT OF OCCUPATIONS, JOBS, REGIONS AND EDUCATION AND TRAINING PROGRAMS.

WHILE COPS WILL BE A KEY ELEMENT IN OUR IMPLEMENTATION OF THE NATIONAL TRAINING PROGRAM, I ALSO SEE IT AS A VALUABLE INSTRUMENT FOR ALL THE MAIN PLAYERS IN THE LABOUR MARKET -- GOVERNMENT, INDUSTRY, LABOUR UNIONS AND THOSE INVOLVED IN EDUCATION AND TRAINING.

THE FUTURE ALSO BODES UNCERTAINTY FOR OUR YOUNG PEOPLE. OUR COUNTRY'S YOUTH HAVE BEEN AMONG THE HARDEST HIT BY THE CURRENT RECESSION. UNLESS ACTION IS TAKEN, YOUTH UNEMPLOYMENT RATES MAY PERSIST AT HIGH LEVELS THROUGH TO 1985, FOR YOUTH WITH LITTLE EXPERIENCE ARE USUALLY FIRST TO BE LAID OFF AND LAST TO BE RECALLED.

I FIND THE PLIGHT OF OUR YOUTH TOTALLY UNACCEPTABLE. I CANNOT BRING MYSELF TO BELIEVE THAT THIS NATION WOULD ALLOW ITS YOUNG PEOPLE TO BECOME THE LOST GENERATION OF THE 1980s.

TO MEET THIS ENORMOUS CHALLENGE, EVERYONE WILL HAVE TO PULL TOGETHER. THAT INCLUDES THE PRIVATE SECTOR AND THE FIRMS YOU REPRESENT. THERE HAS TO BE FULL REALIZATION OF THE PROBLEM AND ITS IMPLICATIONS AND THERE HAS TO BE A NATIONAL RESOLVE TO IMPROVE THE DISMAL PROSPECTS OF OUR YOUNG PEOPLE.

TO THEIR CREDIT, MANY OF OUR YOUTH ARE OPTING TO CONTINUE THEIR EDUCATION AT THE SECONDARY AND POST-SECONDARY LEVELS RATHER THAN REST ON IDLE OARS. FURTHER ENROLMENT INCREASES CAN ALSO BE EXPECTED NEXT FALL AS JOB PROSPECTS REMAIN POOR. BY THE SPRING OF 1984, HOWEVER, WE WILL LIKELY SEE A BULGE IN THE LINEUPS OF YOUNG PEOPLE SEEKING THEIR FIRST-TIME JOB AND THE LINEUPS COULD CONTINUE INTO 1985 AND 1986.

THIS MEANS WE MUST PREPARE NOW. MY DEPARTMENT HAS YEAR-ROUND PROGRAMS SPECIFICALLY FOR YOUTH, SUMMER PROGRAMS, AND YOUTH PARTICIPATION IN OUR MAIN-LINE PROGRAMS. IN THE CURRENT FISCAL YEAR, THE CANADA EMPLOYMENT AND IMMIGRATION COMMISSION WILL SPEND SOME \$900 MILLION ON YOUTH. THAT IS \$2.5 MILLION A DAY, NOT INCLUDING UNEMPLOYMENT INSURANCE BENEFITS. THROUGH THESE EXPENDITURES, WE ARE HELPING ABOUT TWO MILLION YOUNG MEN AND WOMEN.

HOWEVER, MORE NEEDS TO BE DONE AND MORE WILL BE DONE. THE PROVINCIAL MINISTERS OF EMPLOYMENT AND I AGREED THAT THE NEEDS OF OUR YOUNG PEOPLE, OUR FUTURE, ARE PARAMOUNT. WE ARE CURRENTLY CONTEMPLATING STRATEGIES TO ENSURE STUDENTS CAN AFFORD TO STAY IN SCHOOL AND CAN FIND A JOB ONCE THEY HAVE COMPLETED THEIR STUDIES.

BUT THE PRIVATE SECTOR ALSO HAS A VITAL ROLE TO PLAY IN HELPING TO SOLVE YOUTH UNEMPLOYMENT. IN A FEW WEEKS, STUDENTS WILL BE KNOCKING ON YOUR DOOR SEEKING SUMMER OR PERMANENT JOBS. DO CONSIDER HIRING THEM, AS AN INVESTMENT FOR THE FUTURE. AGAIN, THE CHALLENGES THE FUTURE PRESENTS US WITH DEMANDS A COOPERATIVE EFFORT.

THERE IS A NEW FASHION THESE DAYS TO THINK THE WORST, TO BELIEVE THERE IS NO SOLUTION TO THE QUANDARY OF HIGH UNEMPLOYMENT. SUCH PESSIMISM IS THE MARK OF A DEFEATIST. YET OUR CANADIAN PEOPLE HAVEN'T BEEN DEFEATED. THEY ARE INDUSTRIOUS, RESOURCEFUL AND DEFINITELY DETERMINED. TAKE THE EXAMPLE OF THE GROUP OF JOBLESS RESIDENTS IN HAWKESBURY, ONTARIO, WHO VOLUNTEERED TO OFFER THEIR SERVICES FOR FREE IN THE CONSTRUCTION OF A COMMUNITY FIELD HOUSE. THESE ARE PEOPLE WHO INTEND TO SURVIVE THEIR ECONOMIC DOWNTURN. WE MUST NOT FAIL THEM.

WE HAVE AN OPPORTUNITY TO USE TECHNOLOGICAL CHANGE AND THE EXPANSION OF THE WESTERN RAIL SYSTEM AS STIMULI FOR OUR ECONOMY. TOGETHER WE MUST FACE TODAY'S DIFFICULTIES AND TOMORROW'S CHALLENGES FOR THE SAKE OF A BETTER CANADA.



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NOTES FOR AN ADDRESS

BY THE

HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION

TO

HEARINGS SPONSORED BY THE ARCHDIOCESE OF TORONTO

ON

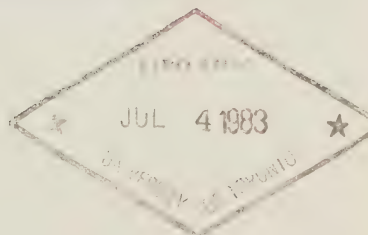
ETHICAL REFLECTIONS ON THE ECONOMIC CRISIS

TORONTO, ONTARIO

JUNE 17, 1983

TOWARDS A NEW EMPLOYMENT STRATEGY

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Canada

I COME BEFORE YOU TODAY AS ONE WHO HAS BEEN DAILY WITNESS IN THESE PAST YEARS TO THE CANADA-WIDE CONCERN FOR JOBS. I SPEAK WITH THE KNOWLEDGE THAT MY CONCERN AS MINISTER OF EMPLOYMENT IS SHARED BY MANY CANADIANS. NOTHING IS MORE VITAL TO THE INDIVIDUAL AND TO SOCIETY THAN WORK.

I HAVE LEARNED HOW CRITICAL WORK IS TO OUR SENSE OF SELF-IDENTITY. AS UNDERLINED BY THE POPE'S WORDS, THE QUALITY OF WORK IS ESSENTIAL TO A SOCIETY'S MORAL POSITION.

I WOULD ALSO LIKE TO PUT FORWARD THE POSITION TODAY, THAT CONTRARY TO THE VIEWS OF SOME CRITICS, OUR GOVERNMENT HAS WORKED DILIGENTLY TO EASE THE HARDSHIP OF UNEMPLOYMENT. WE HAVE TRIED THROUGH A NUMBER OF INITIATIVES TO ADDRESS BOTH THE IMMEDIATE NEEDS AND THE LONG-TERM CHALLENGES OF OUR VOLATILE LABOUR MARKET.

WE HAVE HAD TO MAKE SERIOUS CHOICES UNDER THE CONSTRAINTS OF REDUCED REVENUES AND LESSENING PRODUCTIVITY. BUT I BELIEVE WE MADE THE RIGHT CHOICES. WE DECIDED TO MAINTAIN CANADA'S GENEROUS SOCIAL SECURITY NET DESPITE THE COST-CUTTING EXAMPLES SET BY OTHER COUNTRIES. WE DECIDED NOT TO LEVY THE FULL PREMIUM CHARGES OF EMPLOYERS AND EMPLOYEES NEEDED TO COVER AN UNPRECEDENTED DEBT IN THE UNEMPLOYMENT INSURANCE SYSTEM CAUSED BY A RECORD NUMBER OF CLAIMS. AND YET WE MAINTAINED THE INTEGRITY OF THE U.I. PLAN IN RECOGNITION OF ITS IMMEASURABLE VALUE.

WE HAVE ALSO PLACED A HIGH PRIORITY ON JOB CREATION IN A REFLECTION OF OUR BELIEF THAT THE PUBLIC SECTOR DOES HAVE A SPECIAL RESPONSIBILITY TO THOSE IN NEED. MORE THAN 215,000 CANADIANS FOUND WORK IN 1982-83 UNDER GOVERNMENT-SPONSORED JOB CREATION PROGRAMS. IN THIS FISCAL YEAR, THE GOVERNMENT WILL SPEND \$1.5 BILLION ON JOB CREATION, GENERATING 126,000 DIRECT EMPLOYMENT OPPORTUNITIES FOR CANADIANS IN 1983-84 AND 1984-85. OUR JOB CREATION EFFORTS HAVE DONE MORE THAN JUST PROVIDE IMMEDIATE JOBS, THEY HAVE RESULTED IN PERMANENT INVESTMENTS IN THE COMMUNITY. BUSINESSES HAVE BEEN ABLE TO EXPAND AND UPGRADE AND COMMUNITIES HAVE BENEFITTED FROM LOCAL IMPROVEMENTS.

IN THESE PAST YEARS, WE HAVE ALSO PROCEEDED WITH A MAJOR RESTRUCTURING OF OUR TRAINING SYSTEM AND THE INTRODUCTION OF INNOVATIVE NEW PROGRAMS LIKE WORK SHARING IN PREPARATION FOR THE LONG-TERM CHALLENGES OF THE WORK WORLD. NEARLY 300,000 CANADIANS BENEFITTED FROM ON-THE-JOB OR CLASSROOM TRAINING IN 1982-83. THIS YEAR, EVEN MORE WILL BE ABLE TO ENROLL IN OUR \$1.2 BILLION PROGRAM. ABOUT 264,000 CANADIAN WORKERS HAVE TAKEN PART IN NEARLY 14,000 WORK SHARING AGREEMENTS SINCE THE PROGRAM BEGAN IN JANUARY, 1982.

I BELIEVE THESE ARE CLEAR INDICATIONS THAT WE CARE. THEY ARE ALSO SIGNS THAT CANADIANS CARE FOR THEY HAVE BEEN BROUGHT ABOUT IN A NEW SENSE OF PARTNERSHIP.

BUT THE ISSUE FACING US TODAY IS NOT JUST OF A SHORT-TERM NATURE. THE RECESSION HAS BATTERED CANADA, BUT IT HAS ALSO BROUGHT HOME TO US IN A DRAMATIC FASHION THE FACT THAT OUR WORK WORLD IS GOING THROUGH MAJOR CHANGE. FORESIGHT IS ESSENTIAL FOR THE WORLD IS IN A STATE OF FLUX.

WE ARE EVEN NOW UNDERGOING MAJOR ALTERATIONS IN THE WAY WE WORK IN CANADA, BOTH IN THE SUPPLY OF WORKERS AND IN JOB DEMANDS. THE PAPER I HAVE TABLED FOR YOUR REVIEW, "PERSPECTIVE ON EMPLOYMENT: A LABOUR MARKET POLICY FRAMEWORK FOR THE 1980s", DETAILS SOME OF THE CHANGES WE CAN EXPECT IN THE LABOUR MARKET.

JUST BRIEFLY, THE SUPPLY OF WORKERS WILL LEVEL OFF IN THE NEXT DECADE, WITH FEWER NEW ENTRANTS JOINING THE WORK FORCE. OF THE NEW PARTICIPANTS, ABOUT TWO-THIRDS OF THEM WILL BE WOMEN. SIMILARLY NATIVE PEOPLE WILL REPRESENT ABOUT 20 PERCENT OF THE NEW WORKERS IN WESTERN CANADA. WE KNOW THAT STRUCTURAL AND SOCIAL BARRIERS NOW EXIST THAT MAKE IT DIFFICULT FOR WOMEN, NATIVES AND OTHER DISADVANTAGED GROUPS TO GAIN THEIR RIGHTFUL ACCESS TO JOBS. WITHOUT A SPECIAL PUSH AND ADEQUATE SKILLS PREPARATION, THESE NEW ENTRANTS WILL BE UNABLE TO TAKE ADVANTAGE OF FUTURE JOB OPPORTUNITIES.

ON THE DEMAND SIDE, WE KNOW THERE WILL BE OPPORTUNITIES FOR SKILLED WORKERS. EVEN DURING THE RECESSION, JOBS WERE GOING UNFILLED. AS MINISTER OF IMMIGRATION, I WAS PRESENTED WITH COUNTLESS PETITIONS FROM EMPLOYERS WHO WANTED TO IMPORT OFFSHORE OIL WORKERS AND CORDON BLEU CHEFS. THERE WERE NO SKILLED CANADIANS FOR THE JOBS, THEY TOLD ME. THE ALLMAND TASK FORCE AND MY DEPARTMENT'S LABOUR MARKET DEVELOPMENT TASK FORCE CONFIRMED CANADA WOULD FACE SKILL SHORTAGES IN ABOUT 40,000 JOBS EACH YEAR THROUGHOUT THE 1980s IF THERE WERE NO DRAMATIC IMPROVEMENTS IN TRAINING.

NEW TECHNOLOGIES ALSO THREATEN TO AFFECT, THOUGH NOT NECESSARILY ELIMINATE, MANY JOBS. ALTHOUGH HIGH-TECH MAY NOT MEET THE GLOOMY EXPECTATIONS OF THE PESSIMISTS, IT IS SURE TO HAVE A MARKED IMPACT ON SOME SECTORS - NOTABLY, THE SERVICE AND MANUFACTURING SECTORS. THE EVOLVING USE OF ROBOTIC SYSTEMS IS BOUND TO HAVE A SIGNIFICANT INFLUENCE ON MANUFACTURING WHILE THE USE OF MICRO-PROCESSORS IN THE OFFICE WILL ALTER THE NATURE OF WHITE COLLAR WORK. THE SPEED WITH WHICH THESE INNOVATIONS ARE BEING INTRODUCED MAY NOT ALLOW MUCH TIME FOR WORKERS TO ADAPT.

THERE ARE AMPLE SIGNS THAT THESE DEMOGRAPHIC, INDUSTRIAL AND TECHNOLOGICAL CHANGES REPRESENT MORE THAN CYCLICAL COME-AND-GO OF OUR ECONOMY. WE ARE ON THE BRINK OF A TECHNOLOGICAL REVOLUTION, THE COMING OF A NEW AGE.

IF WE FAIL TO ADAPT OUR POLICIES AND APPROACHES FOR THIS NEW AGE, WE ARE SURE TO SUCCUMB TO THE CHALLENGES. WE WOULD UNFORTUNATELY FULFILL THE PROJECTIONS OF OUR SOCIETY'S PESSIMISTIC FORECASTERS - PERSISTENT, **HIGH** UNEMPLOYMENT.

IT IS NO WONDER THAT CANADIANS HAVE AN UNDERSTANDABLE INSECURITY ABOUT JOBS AND ARE RAISING A DEMAND FOR JOB PROTECTION. CANADIAN WORKERS ACROSS THE COUNTRY ARE ASKING THE QUESTIONS: "WILL THERE BE WORK FOR ME?" "CAN THERE BE FULL EMPLOYMENT?"

I WANT TO ASSURE CANADIANS THAT IT IS NOT YET TIME FOR DESPAIR. THE SEARCH FOR A FULL EMPLOYMENT SOLUTION IS NOT A FRUITLESS ONE. IN FACT, IT SHOULD BE AT THE CENTRE OF OUR PRIORITIES AS A SOCIETY.

TO ATTAIN FULL EMPLOYMENT, HOWEVER, EACH AND EVERY CANADIAN MUST EMBRACE NEW ATTITUDES AND IDEAS. WE MUST ACCEPT THE FACT THAT THE CONCEPT OF WORK IS IN FOR INEXORABLE CHANGE. THE TRANSITION TO THE NEW INFORMATION SOCIETY MEANS SOME INDUSTRIES MAY DECLINE AND COMMUNITIES AND REGIONS MAY SUFFER. WE MUST CONFRONT SQUARELY THE ISSUE OF JOB SECURITY AND THE PROTECTION OF WORKERS IN A TIME OF INDUSTRIAL CHANGE. WE MAY SEE A RESTRUCTURING OF WORK AS CURRENT SKILLS ARE DEVALUED AND NEW ONES ARE CREATED. CANADIAN WORKERS MAY HAVE TO FACE THE FACT THAT THEY MAY HAVE TO RETRAIN AND RELEARN MANY TIMES IN THEIR WORKING LIVES.

TO MEET THE CHALLENGES OF CHANGE, THERE WILL HAVE TO BE A CLEAR COMMITMENT BY BUSINESS, LABOUR, AND GOVERNMENT TO JOB SECURITY AND NEW EQUITABLE ADJUSTMENT PROCEDURES. THE FEDERAL GOVERNMENT IS PREPARED TO ACT AS A LEADER IN HELPING CANADA TO MAKE THE ADJUSTMENT TO THE NEW WORK WORLD.

EQUITABLE ACCESS TO JOB OPPORTUNITIES, ADJUSTMENT FOR THOSE DISPLACED BY NEW TECHNOLOGIES AND LOCAL EMPLOYMENT DEVELOPMENT. THIS FALL, FOR EXAMPLE, WE WILL INTRODUCE A NEW \$146 MILLION L.E.A.D. PROGRAM THAT WILL CONTRIBUTE TO LONG-TERM EMPLOYMENT DEVELOPMENT THROUGH A FORM OF COMMUNITY ENTERPRISE IN AREAS AND REGIONS WHERE CHRONIC HIGH UNEMPLOYMENT PERSISTS ALONG WITH LOW ECONOMIC GROWTH. IT WILL PROVIDE SKILLS WITHIN THE COMMUNITY TO UNDERTAKE COMMUNITY PLANNING AND PROJECT MANAGEMENT. BY DEVELOPING LOCAL DEVELOPMENT CORPORATIONS, THE L.E.A.D. PROGRAM WILL ENCOURAGE BUSINESS ACUMEN AND THE CREATION OF JOBS. WE HOPE IT WILL OFFER EMPLOYMENT OPPORTUNITIES TO 18,350 PARTICIPANTS THIS YEAR AND THE NEXT.

WE HOPE TO OFFSET THE POTENTIAL NEGATIVE IMPACT OF NEW TECHNOLOGIES THROUGH AN EXTENSION OF OUR WORK SHARING PROGRAM. I JUST RECENTLY RECEIVED A MANDATE FROM CABINET TO LAUNCH A PILOT PROJECT TO RETRAIN WORKERS IN PLANTS ANTICIPATING THE INTRODUCTION OF NEW EQUIPMENT OR TECHNOLOGIES. UNDER THE PLAN, EMPLOYEES WOULD RECEIVE TRAINING OR UPGRADING ON DAYS OFF WORK, SUPPORTED BY UNEMPLOYMENT INSURANCE BENEFITS. THIS PROGRAM FITS IN WELL WITH OUR HOPES TO MAKE THE UNEMPLOYMENT INSURANCE SYSTEM AN "EMPLOYMENT" INSURANCE SYSTEM.

THE VOLATILE NATURE OF THE WORK WORLD MEANS WE MUST FORGE CLOSER LINKS BETWEEN EDUCATION AND TRAINING. UNDER OUR EXISTING AND UNFORTUNATELY RIGID SYSTEM, OUR LIVES ARE DIVIDED INTO THREE DISTINCT PERIODS - TIMES OF LEARNING, WORK AND

RETIREMENT. IT IS OBVIOUS SUCH A REGIMENTED STRUCTURE IS UNRESPONSIVE TO THE CAPRICIOUS NEW FUTURE. TECHNOLOGIES ARE CHANGING SO QUICKLY THAT THE SKILLS OF GRADUATING COMPUTER PROGRAMMERS AND ENGINEERS OFTEN BECOME REDUNDANT IN THE SPACE OF A YEAR. THE HALF-LIFE OF PROFESSIONAL KNOWLEDGE IS CONSIDERABLY SHORTENED. WE MUST HAVE A LEARNING SYSTEM IN WHICH THE SKILLS OF WORKERS CAN BE QUICKLY UPGRADED TO MATCH THE CHANGING TIMES. THE FOCUS OF EDUCATION MUST SHIFT TO THE BETTER PREPARATION OF FULL-TIME STUDENTS AND THE ONGOING TRAINING NEEDS OF WORKING CANADIANS. A MODERN SOCIETY CAN FUNCTION ONLY IF IT IS CONSTANTLY LEARNING AND ADAPTING.

WE MADE A MOVE TO SUCH A SYSTEM LAST YEAR WITH THE IMPLEMENTATION OF THE NATIONAL TRAINING ACT. THE ACT ESSENTIALLY ESTABLISHED A FLEXIBLE FRAMEWORK FOR TRAINING SO THAT CANADIANS WOULD BE ABLE TO ACQUIRE NEW SKILLS AT A PACE THAT SUITED THEM, ON-THE-JOB OR IN A CLASSROOM. BY DESIGNATING NATIONAL OCCUPATIONS WE HAVE BEEN ABLE TO MATCH PEOPLE TO HIGH-DEMAND JOBS. SPECIAL INCENTIVES ARE PROVIDED UNDER THE NATIONAL TRAINING ACT TO ENCOURAGE WOMEN TO CONSIDER NON-TRADITIONAL TRADES. AND BY ESTABLISHING THE CANADIAN OCCUPATIONAL PROJECTION SYSTEM (C.O.P.S.), WE HOPE TO SOON HAVE A TOOL BY WHICH WE CAN MONITOR CHANGES IN SUPPLY AND DEMAND IN THE MARKET PLACE. WE ALSO BEGAN THE VITAL MODERNIZATION OF OUR TRAINING INSTITUTIONS THROUGH THE SKILLS GROWTH FUND. WE HAVE APPROVED ABOUT \$90-MILLION IN GRANTS TO INSTALL

NEW COMPUTER-AGED EQUIPMENT IN MORE THAN 150 PROJECTS AND INSTITUTIONS. I AM PLEASED TO SAY AN ADDITIONAL 15,000 TRAINING PLACES HAVE BEEN CREATED BY THIS INVESTMENT.

BECAUSE MANY YOUNG PEOPLE HAVE PROBLEMS MAKING THE TRANSITION FROM SCHOOL TO WORK, WE PROPOSE TO ESTABLISH A \$275 MILLION ON-THE-JOB TRAINING PROGRAM CALLED ACCESS. WITH THE AID OF THE PRIVATE SECTOR, YOUNG CANADIANS WHO LACK JOB EXPERIENCE WILL BE ABLE TO FIND WAGE-SUBSIDIZED JOBS. SPECIAL WORK-STUDY OPPORTUNITIES WILL BE BUILT INTO THE PROGRAM SO THAT YOUNG PEOPLE CAN WORK PART TIME WHILE THEY COMPLETE THEIR STUDIES. WE ARE HOPEFUL THAT THE ACCESS STRATEGY WILL ENABLE ABOUT 97,500 HOPEFUL YOUNG WORKERS TO BRIDGE THE EXISTING GULF BETWEEN EDUCATION AND WORK.

HOWEVER, ABOUT ONE-FIFTH OF OUR POPULATION IS NEITHER READY FOR WORK EXPERIENCE NOR FOR TRAINING PROGRAMS. THESE ARE THE 21.9% OF CANADIANS WHO ARE CLASSIFIED AS FUNCTIONALLY ILLITERATE, UNEQUIPPED WITH THE BASIC LIFE SKILLS NEEDED FOR THE WORKING WORLD. THESE UNFORTUNATE PEOPLE OFTEN FLOUNDER IN THE JOB MARKET BEREFT OF THE SKILLS THEY NEED TO SUCCEED. WE HOPE TO ESTABLISH A PROGRAM THIS FALL THAT WILL ADDRESS THE NEEDS OF A PORTION OF THESE HARD-TO-EMPLOY CANADIANS. THE \$81.5-MILLION JOB CORPS INITIATIVE SHOULD SERVICE ABOUT 10,000 IN INTENSIVE COUNSELLING UNITS, LIFE SKILLS TRAINING AND ON-THE-JOB EXPERIENCE. THIS PROGRAM WILL AUGMENT THE EFFORTS OF SEVERAL EXISTING COUNSELLING PROGRAMS

THAT ADDRESS THE SPECIAL NEEDS OF WOMEN AND YOUTH. THESE COUNSELLING AND JOB CORPS PROGRAMS ARE INTENDED TO PROVIDE ALL CANADIANS WITH EQUAL ACCESS TO JOB OPPORTUNITIES.

BASIC LIFE SKILLS DEVELOPMENT, TRAINING, APPRENTICE-SHIP AND WORK SHARING ARE ALL INTEGRAL COMPONENTS OF THE FOUNDATION BLOCKS OF A LIFELONG LEARNING STRATEGY. THE TASK FORCE ON SKILL LEAVE DEVELOPMENT HAS JUST REPORTED TO ME IN A PRELIMINARY WAY. THE REPORT, WHICH WILL BE PUBLISHED THIS SUMMER STATES CLEARLY THAT CANADIANS WILL NOT JUST HAVE TO EARN A LIVING IN THE FUTURE - THEY WILL HAVE TO LEARN A LIVING. AS MARSHALL McLUHAN SAID, "THE FUTURE OF WORK WILL CONSIST OF LEARNING A LIVING." THE MULTI-DISCIPLINARY TASK FORCE HAS STRONGLY ADVOCATED THE INTRODUCTION OF A RECURRENT EDUCATION STRATEGY THAT WOULD ENABLE WORKERS TO TAKE TIME OFF TO RETRAIN OR RELEARN. WORKERS WOULD NOT BE EMPLOYED OR UNEMPLOYED BUT WOULD BE "ON LEAVE" TO RETRAIN AND RE-EDUCATE THEMSELVES FOR THE NEW CHALLENGES OF THE WORK WORLD.

IN ADDITION TO DEVELOPING HUMAN RESOURCES, SUCH A SKILL DEVELOPMENT PLAN WOULD EFFECTIVELY ALLOW FOR A MORE EQUAL SHARING OF A LIMITED NUMBER OF JOBS. IT MAY, AS A WELCOME BY-PRODUCT, RESULT IN A REDUCED UNEMPLOYMENT RATE.

THIS "ON LEAVE" STRATEGY OR THIRD COURSE IN THE LABOUR MARKET COULD BRING US ONE STEP CLOSER TO THE FULL EMPLOYMENT GOAL OUR SOCIETY HAS LONG EMBRACED. IT WOULD ACHIEVE A BETTER BALANCE BETWEEN REMUNERATIVE WORK AND OTHER ASPECTS OF HUMAN LIFE. AND IT WOULD WORK TOWARDS SOLVING THE UNEMPLOYMENT PROBLEM WHILE PROVIDING CANADIAN WORKERS ACCESS TO PRODUCTIVE AND MEANINGFUL LEARNING.

WE HAVE MADE A START IN PREPARING CANADIAN WORKERS FOR THE BUMPY RIDE FROM THE INDUSTRIAL AGE OF TODAY TO THE INFORMATION SOCIETY OF TOMORROW. MY DEPARTMENT HAS INITIATED PROGRAMS LIKE L.E.A.D. AND WORK SHARING THAT WILL EASE THE INTRODUCTION OF NEW TECHNOLOGIES AND THE DEMISE OF FAILING INDUSTRIES. THE RAPID ADVENT OF NEW TECHNOLOGIES AND THE RESTRUCTURING OF THE WORLD OF WORK CALLS FOR AN INTERWEAVING OF WORK, LEARNING AND LIFE. WE HAVE MADE THE START ON A COMPREHENSIVE HUMAN DEVELOPMENT STRATEGY THROUGH THE IMPLEMENTATION OF THE NATIONAL TRAINING ACT, WORK EXPERIENCE AND COUNSELLING PROGRAMS.

THE TRUE ETHICAL QUESTION FOR ALL OF US IS HOW WE COLLECTIVELY ARE TO MANAGE THE TRANSITION INTO THE NEW WAY OF WORK. THAT IS NOT THE RESPONSIBILITY OF GOVERNMENT ALONE. OUR ADJUSTMENT TO CHANGING TIMES DEMANDS THE SUPPORT OF THE PROVINCES, UNIONS, INDUSTRY AND EDUCATIONAL INSTITUTIONS.

WE MUST BE PREPARED TO GIVE UP OLD CONFRONTATIONIST STANCES IN FAVOUR OF NEW PARTNERSHIPS AND WORKING ARRANGEMENTS. WE KNOW FROM OUR EXPERIENCE WITH TRAINING AND WORK SHARING AGREEMENTS THAT SUCH PARTNERSHIPS CAN WORK.

BUT THE NEW CHALLENGES ALSO REQUIRE THAT ALL CANADIANS MAKE A FUNDAMENTAL CHOICE: DO WE EMBRACE OLD IDEAS, FEARFUL OF CHANGE, OR DO WE CAST ASIDE PHILOSOPHIES THAT HAVE OUTLIVED THEIR TIME? ONLY IF WE ADOPT NEW ATTITUDES TOWARDS WORK AND LEARNING CAN WE SUCCESSFULLY COPE WITH UNCERTAINTY. ONLY THEN CAN WE FORGE THE POLICIES AND APPROACHES THAT WILL ENABLE ALL CANADIANS TO LIVE PRODUCTIVE AND MEANINGFUL LIVES.



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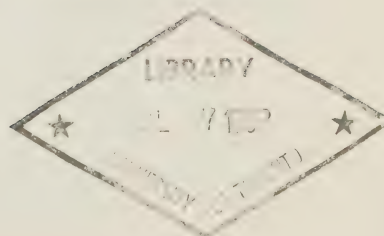
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NOTES FOR A STATEMENT
BY THE
HONOURABLE LLOYD AXWORTHY
MINISTER OF EMPLOYMENT AND IMMIGRATION
ON
BILL C-156 - AN ACT TO AMEND
THE UNEMPLOYMENT INSURANCE ACT
SECOND READING

PLEASE CHECK AGAINST DELIVERY



I RISE TODAY TO INTRODUCE FOR SECOND READING BILL C-156, AN ACT TO AMEND THE UNEMPLOYMENT INSURANCE ACT. BEFORE I DETAIL THE CHANGES I PROPOSE, I WOULD LIKE TO SAY A FEW WORDS ABOUT UNEMPLOYMENT INSURANCE'S ROLE AS AN INCOME SUPPORT SYSTEM AND AS A LABOUR MARKET ADJUSTMENT MECHANISM.

THE UNEMPLOYMENT INSURANCE PROGRAM WAS DEVELOPED AFTER THE 1930s DEPRESSION WRECKED HAVOC ON CANADA'S WORKING PEOPLE. OUR FORESIGHT THEN PAID OFF IN THESE PAST 18 MONTHS WHEN AN ECONOMIC DOWNTURN FORCED MANY INDUSTRIOUS CANADIANS FROM THEIR JOBS. ABOUT 3.9 MILLION CLAIMS WERE FILLED IN 1982. FOR MANY PEOPLE, UNEMPLOYMENT INSURANCE WAS THEIR SALVATION FROM POVERTY AND DESPAIR. IT ENSURED CONTINUED CONSUMER SPENDING AND IT STABILIZED LOCAL ECONOMIES. IT DEMONSTRATED ITS MERIT AS A SOCIAL AND ECONOMIC SAFETY NET.

THE GOVERNMENT RECOGNIZES THAT IT HAS TO DEAL WITH A NUMBER OF IMPORTANT ISSUES SUCH AS FINANCING, THE ROLE OF U.I. IN LABOUR MARKET ADJUSTMENT AND THE NATURE OF SERVICES TO ITS CLIENTS. A TASK FORCE REVIEW IN 1981 ON "UNEMPLOYMENT INSURANCE IN THE 1980s" DID PROPOSE SOME SIGNIFICANT STRUCTURAL AMENDMENTS TO THE SYSTEM. HOWEVER, THE PROSPECTS OF PERSISTENT, HIGH UNEMPLOYMENT RATES THROUGH TO 1984 PROHIBIT A MASSIVE OVERHAUL OF THE SYSTEM AT THIS TIME.

SUCH A RESTRUCTURING IS BEST UNDERTAKEN WHEN MORE STABLE ECONOMIC CIRCUMSTANCES PREVAIL.

THAT DOES NOT MEAN, HOWEVER, THAT WE CANNOT UNDERTAKE SOME IMAGINATIVE NEW APPROACHES TO THE U.I. SYSTEM. FOR EXAMPLE, I WANT TO ENSURE THAT UNEMPLOYMENT INSURANCE BECOMES MORE OF AN EMPLOYMENT INSURANCE SYSTEM. WE HAVE ALREADY SUCCESSFULLY USED THE U.I. PROGRAM TO SUPPORT EMPLOYMENT DEVELOPMENT PROGRAMS THAT ENABLE WORKERS TO RETAIN THEIR DIGNITY ON THE JOB RATHER THAN SUFFER THE EFFECTS OF UNEMPLOYMENT. TO DATE, ABOUT 31,000 CANADIANS HAVE BEEN PUT TO WORK ON 2,544 PROJECTS UNDER PROVISIONS OF SECTION 38 OF THE UNEMPLOYMENT INSURANCE ACT.

THE PROGRAM HAS HELPED THEM AVOID JOBLESSNESS AND HAS BENEFITTED THE COMMUNITIES IN WHICH THEY WORKED. HUNDREDS OF MINERS IN THOMPSON, MANITOBA, FOR EXAMPLE WERE ABLE TO WAIT OUT A LAYOFF WHILE, AT THE SAME TIME, BRINGING SUCH AMENITIES TO THEIR COMMUNITY AS A WOMEN'S CRISIS CENTRE.

UNEMPLOYMENT INSURANCE FUNDS ARE ALSO USED TO SUPPORT MY DEPARTMENT'S HIGHLY-ACCLAIMED WORK SHARING PROGRAM. UNDER THE PLAN, WORKERS IN PLANTS THAT PROPOSE TEMPORARY LAYOFFS CAN WORK UP TO THREE DAYS LESS A WEEK, COLLECTING UNEMPLOYMENT INSURANCE BENEFITS ON THOSE DAYS. ABOUT 260,000 WORKERS IN MORE THAN 13,200 COMPANIES HAVE TAKEN PART IN THIS PROGRAM SINCE IT BEGAN IN JANUARY, 1982. THE 2,000 INCO MINERS IN THOMPSON WERE ABLE TO GO BACK TO WORK EARLIER, THANKS TO WORK SHARING. AS YOU KNOW,

I WAS ABLE TO ANNOUNCE A \$100 MILLION EXTENSION TO THIS COOPERATIVE PROGRAM. CABINET HAS ALSO GIVEN ME AUTHORITY TO CONDUCT A \$15 MILLION EXPERIMENTAL PILOT PROJECT THAT WILL TIE WORK SHARING WITH RETRAINING IN PLANTS FACING THE INTRODUCTION OF NEW TECHNOLOGIES.

WORKERS AND EMPLOYERS ALIKE HAVE SHOWN ENTHUSIASM FOR THIS TYPE OF APPROACH TO EMPLOYMENT INSURANCE. I CAN'T THINK OF ANY BETTER USE FOR OUR MONEY THAN TO KEEP CANADIANS AT WORK.

THE UNEMPLOYMENT INSURANCE FUND STILL HAS AN UNTAPPED POTENTIAL FOR LABOUR MARKET ADJUSTMENT. I HOPE I CAN COUNT ON THE SUPPORT OF MEMBERS OF THE OPPOSITION AND THE PRIVATE SECTOR IN DEVELOPING A MORE RESPONSIVE UNEMPLOYMENT INSURANCE SYSTEM. AFTER ALL, THE DEVELOPMENT OF AN EFFECTIVE U.I. PROGRAM CANNOT OCCUR WITHOUT BROAD-BASED COOPERATION AND CONSULTATION WITH BUSINESS, LABOUR AND GOVERNMENTS. WE INTEND TO CONTINUE THE FORMAL AND INFORMAL DISCUSSIONS WE HAVE INITIATED WITH VARIOUS GROUPS OVER THE YEARS. WE PLAN ALSO TO ASK THE ADVISORY COUNCIL TO CONSIDER PROPOSALS ON HOW TO MAKE U.I. MORE RELEVANT TO THE CHALLENGES OF THE 1980S.

THE RECENT RECESSION SHOWED US ALL TOO CLEARLY HOW IMPORTANT WORK IS TO A PERSON'S SELF-IDENTITY. A PERSON STRIPPED OF THAT DESERVES OUR UTMOST COMPASSION AND RESPECT. AT TIMES, I HAVE FOUND THE U.I. SYSTEM TOO UNBENDING IN THE WAY

IT TREATS THE UNEMPLOYED. THE PROGRAM MUST BE ADMINISTERED IN A WAY THAT WILL RESULT IN A MORE SENSITIVE SERVICE TO THE PUBLIC. THIS IS NOT JUST AN IDEA. THE COMMISSION HAS IMPLEMENTED A SYSTEM OF QUALITY CONTROL TO ENSURE CLAIMANTS ARE TREATED WITH RESPECT. IN ADDITION, AN EXPERT FROM THE FACULTY OF LAW AT LAVAL UNIVERSITY WILL EXAMINE OUR REGULATIONS TO DETERMINE WHETHER THEY ARE NEEDLESSLY COMPLICATED.

THE U.I. PROGRAM HAS BEEN THE FOCUS OF DISCUSSION, COMPLAINTS AND CRITICISM FOR YEARS. BUT THE AMENDMENTS IN THIS BILL DEAL WITH ISSUES THAT REQUIRE OUR IMMEDIATE ATTENTION. QUICK LEGISLATIVE ACTION IS NEEDED TO MAINTAIN INCOME PROTECTION UNDER THE VARIABLE ENTRANCE REQUIREMENT. AND ACTION IS NEEDED TO CLARIFY LEGISLATION IN LIGHT OF TWO RECENT COURT DECISIONS.

ACTION IS ALSO REQUIRED TO PUT IN PLACE SOMETHING WE HAVE TALKED ABOUT FOR FAR TOO LONG, SOMETHING THAT IS FRANKLY OVERDUE. WITH YOUR SUPPORT WE CAN SIMPLIFY AND INTRODUCE MORE EQUITY INTO U.I. MATERNITY BENEFITS AND PROVIDE BENEFITS TO THE PARENT OF AN ADOPTIVE CHILD.

SUPPORT FOR THESE AMENDMENTS IS NECESSARY AT THIS TIME BECAUSE WITHOUT THEM, THE V.E.R. PROVISION WOULD LAPSE ON JUNE 4. THAT MEANS ABOUT 100,000 CANADIANS WOULD BE PREVENTED FROM CLAIMING THEIR UNEMPLOYMENT BENEFITS IN THE NEXT YEAR.

THESE WORKERS NOW BENEFIT FROM A VARYING 10 TO 14 WEEK ELIGIBILITY PROVISION THAT WAS INTRODUCED ON DECEMBER 4, 1977. THE V.E.R. ENSURES THAT CLAIMANTS RESIDING IN AREAS OF HIGH UNEMPLOYMENT REQUIRE FEWER WEEKS OF WORK IN A QUALIFYING PERIOD THAN THE STANDARD 14. OF THE 48 ECONOMIC REGIONS MAPPED OUT UNDER THE LEGISLATION, 42 CURRENTLY DEMAND LESS THAN 14 WEEKS OF WORK FOR ELIGIBILITY. THREE-QUARTERS OF THE REGIONS WOULD REQUIRE FOUR MORE WEEKS OF WORK IF THE SUNSET CLAUSE COMES INTO EFFECT AND A FIXED 14-WEEK REQUIREMENT IS IMPOSED. WITH LIMITED JOB PROSPECTS IN MANY CANADIAN COMMUNITIES, A 14-WEEK ENTRANCE PROVISION WOULD MEAN IMMEASUREABLE HARDSHIP FOR THOUSANDS BY PREVENTING THEM FROM QUALIFYING.

WHILE A FIXED 14-WEEK VARIABLE ENTRANCE REQUIREMENT COULD SAVE \$500 MILLION, THAT SAVING WOULD BE REAPED AT THE EXPENSE OF THE UNEMPLOYED. I DON'T BELIEVE THE IMMEDIATE FINANCIAL SAVING WOULD BE WORTH THE ECONOMIC AND EMOTIONAL HARDSHIP AND THE SOCIAL ASSISTANCE COSTS IT WOULD GENERATE. WITH SUPPORT FROM YOU, WE CAN PASS THESE AMENDMENTS TO ENSURE CONTINUITY OF THE PROGRAM THROUGH TO JUNE, 1985.

THE SECOND MAJOR AMENDMENT CONTAINED IN THIS BILL CLARIFIES THE COMMISSION'S AUTHORITY TO ESTABLISH SPECIAL REGULATIONS FOR CANADA'S FISHERMEN. FIRST INITIATED IN 1957, THEY HAVE HAD A VERY SPECIAL PLACE IN OUR UNEMPLOYMENT INSURANCE SYSTEM. ALTHOUGH SELF-EMPLOYED INDIVIDUALS ARE NOT NORMALLY ELIGIBLE FOR BENEFITS, WE HAVE HAD TO DEVELOP UNIQUE RULES THAT

FIT IN THE SEASONAL NATURE OF THE FISHING BUSINESS.

THESE ESTABLISHED BENEFITS WERE CALLED INTO QUESTION BY A MARCH 24 DECISION ON THE VICKY SILK CASE BY THE SUPREME COURT OF CANADA. THE HIGH COURT UPHELD A FEDERAL COURT DECISION THAT RULED THE REGULATION RESTRICTING THE QUALIFYING PERIOD FOR FISHERMEN IS IN CONFLICT WITH PROVISIONS OF SECTION 146 OF THE U.I. ACT AND THEREFORE ULTRA VIRES. ESSENTIALLY, IT SAID WE HAD NO RIGHT TO TREAT FISHERMEN DIFFERENTLY THAN ANY OTHER GROUP, DESPITE THE SEASONAL NATURE OF THEIR WORK. IT WOULD AFFECT THE 35,000 FISHERMEN WHO RECEIVED BENEFITS IN 1982.

THE AMENDMENT SIMPLY REAFFIRMS AND STRENGTHENS OUR POWER TO MAKE SPECIAL REGULATIONS. IN EFFECT, IT RESTORES THE STATUS QUO.

THE PROPOSED AMENDMENT WILL FURTHER PROMOTE STABILITY OF THE FISHING INDUSTRY BY ENABLING US TO PUT INTO EFFECT THE RECOMMENDATIONS OF THE KIRBY TASK FORCE ON ATLANTIC FISHERIES. THE CHANGES WOULD DIRECTLY AFFECT INLAND AND OTHER WINTER FISHERMEN BY ALLOWING THEM TO BECOME ELIGIBLE FOR BENEFITS CONSISTENT WITH THEIR FISHING SEASON. THE TASK FORCE ALSO CALLED FOR AN INCREASE IN THE QUALIFYING REQUIREMENT OF SIX

WEEKS OF FISHING, THE RIGHT FOR CLAIMANTS TO BUILD BOATS WHILE DRAWING BENEFITS AND NEW BENEFIT LEVELS BASED ON THE BEST 10 WEEKS OF EARNINGS IF A FISHERMAN HAS WORKED FOR 15 WEEKS. I HOPE SOON TO BE ABLE TO MAKE AN ANNOUNCEMENT ABOUT OUR PLANS IN DEALING WITH THESE RECOMMENDATIONS.

THE AMENDMENTS IN THIS AREA, THEREFORE, WILL ENCOURAGE STABILITY OF THE FISHING INDUSTRY BY IMPROVING INCOME PROTECTION AND BY PERMITTING IMPLEMENTATION OF RECOMMENDATIONS MADE BY THE KIRBY TASK FORCE.

THE AMENDMENTS I TABLE TODAY ALSO PROPOSE TO STRENGTHEN THE REGULATORY POWER GRANTED TO THE COMMISSION IN DEALING WITH WORKERS ON ANNUAL CONTRACTS BUT WITH REOCCURRING TIME-OFF. I AM REFERRING TO TEACHERS, MARINE CAPTAINS, NAVIGATIONAL PILOTS AND PROFESSIONAL ATHLETES AMONG OTHERS, WHO ENJOY AN EXTENDED TIME-OFF EACH YEAR. IF CANADA'S 200,000 TEACHERS, FOR EXAMPLE, WERE ABLE TO CLAIM UNEMPLOYMENT INSURANCE BENEFITS FOR THEIR ANNUAL SUMMER LEAVE, IT WOULD COST THE U.I. FUND \$300 TO \$400 MILLION IN 1983 ALONE.

REGULATIONS HAVE ALWAYS PROVIDED THAT THOSE WHO ENJOY AN EXTENDED TIME-OFF DURING THEIR CONTRACT OF SERVICE WOULD NOT BE ELIGIBLE FOR BENEFITS. A RECENT FEDERAL COURT

OF APPEAL DECISION IN THE PHYLLIS ANDERSON CASE CHALLENGED OUR POWER TO RESTRICT BENEFITS. THE PROPOSED AMENDMENT WOULD SIMPLY ENFORCE THE STATUS QUO BY CLARIFYING OUR AUTHORITY. I AM SURE WE ALL AGREE IT IS UNFAIR TO GIVE EXTRA BENEFITS TO THOSE WHO ARE ALREADY PAID FOR THEIR TIME OFF. THE U.I. PROGRAM WAS DESIGNED TO SUPPORT THOSE WHO LOSE THEIR JOBS NOT THOSE WHO ALREADY HAVE WORK.

THAT ESSENTIALLY SUMS UP THE CONTENTS OF THE BILL. AS YOU KNOW, HOWEVER, I HOPED ALSO TO INTRODUCE SEVERAL AMENDMENTS RELATED TO MATERNITY AND ADOPTIVE PARENT BENEFITS DURING THE COMMITTEE STAGE. I CHOSE THIS APPROACH BECAUSE IT IS ESSENTIAL THE VARIABLE ENTRANCE REQUIREMENT EXTENSION AND THE OTHER TWO CHANGES RECEIVE APPROVAL OF THE HOUSE BEFORE JUNE 4. THIS COULD NOT BE JEOPARDIZED. HOWEVER, I AM PLEASED TO SAY REPRESENTATIVES ON BEHALF OF BOTH OPPOSITION PARTIES HAVE GIVEN ME THEIR SUPPORT FOR THE INTRODUCTION OF ADOPTIVE PARENT BENEFITS AND CHANGES TO THE EXISTING MATERNITY BENEFITS. I WOULD JUST LIKE TO OUTLINE THESE ADDITIONAL AMENDMENTS FOR THE SAKE OF THOSE MEMBERS WHO WERE NOT PRESENT AT STANDING COMMITTEE WHEN I MADE REFERENCE TO THEM. I AM SURE WE CAN REACH AGREEMENT ON THESE PROVISIONS THAT RECOGNIZE THE CONTRIBUTION PEOPLE MAKE TO THE MOST BASIC UNIT OF OUR SOCIETY - THE FAMILY. THESE PROPOSALS ARE DRAMATIC AND FORWARD-LOOKING, REFLECTING OUR COMMITMENT TO ENHANCE INCOME PROTECTION FOR CANADIANS.

FIRST, WE PROPOSE CHANGES TO THE 12-YEAR-OLD MATERNITY BENEFIT PROVISIONS TO REFLECT CHANGES IN SOCIETY. THE ACT IS UNFAIR IN ITS IMPLICIT ASSUMPTION THAT WOMEN ARE INCAPACITATED DURING THE LAST EIGHT WEEKS OF PREGNANCY AND SIX WEEKS AFTER DELIVERY. IN OUR CHANGING CULTURE, MANY WOMEN WORK UNTIL DELIVERY, TAKING ONLY A FEW DAYS OFF. UNDER THE PROPOSED AMENDMENT, THE OUTDATED SECTION 46 WOULD BE DELETED. THIS RESTRICTIVE CLAUSE NOW PREVENTS PREGNANT WOMEN NOT QUALIFIED FOR MATERNITY BENEFITS FROM DRAWING REGULAR OR SICKNESS BENEFITS IN THE WEEKS SURROUNDING THE BIRTH. SUCH WOMEN WILL NOW ONLY HAVE TO SHOW THEY ARE UNEMPLOYED, CAPABLE AND AVAILABLE FOR WORK - LIKE OTHER CANADIANS. THIS LEGISLATIVE CHANGE WOULD COST \$50 MILLION, AND WOULD BENEFIT ABOUT 20,000 CANADIANS.

WE PROPOSE ALSO TO PROVIDE MORE EQUITY TO WOMEN BY ELIMINATING THE SO CALLED "MAGIC 10" RULE. UNDER THIS RULE, A WOMAN NOW HAS TO PROVE SHE WORKED FOR 10 WEEKS AROUND THE TIME OF CONCEPTION. THE INTENT OF THIS REQUIREMENT WAS TO PREVENT WOMEN WHO FOUND THEY WERE PREGNANT FROM SEEKING WORK TO LATER QUALIFY FOR U.I. NOW, WHEN WOMEN ARE AN INTEGRAL PART OF OUR LABOUR FORCE, SUCH A BARRIER IS OBVIOUSLY NOT IN TUNE WITH THE TIMES. IT IS ALSO UNFAIR TO THOSE WOMEN WHO HAVE A LONG WORK HISTORY BUT WHO DON'T HAPPEN TO MEET THE RULE.

ACCORDING TO THE PROPOSED AMENDMENTS, ANY CLAIMANT WHO HAS WORKED 20 WEEKS IN A QUALIFYING PERIOD WILL BE ELIGIBLE FOR MATERNITY BENEFITS - THE SAME AS FOR ALL OTHER SPECIAL BENEFITS.

FINALLY, I PROPOSE TO ALTER THE TIME IN WHICH MATERNITY BENEFITS CAN BE CLAIMED, PROVIDING ADDITIONAL FLEXIBILITY. THIS FLEXIBILITY WILL PERMIT MANY MOTHERS OF PREMATURE AND SICK BABIES MORE TIME IN WHICH TO RECEIVE MATERNITY BENEFITS. A MATERNITY CLAIMANT WHO HAS BEEN ON REGULAR U.I. FOR 15 WEEKS OR MORE HAS NOT BEEN ABLE TO SWITCH TO MATERNITY BENEFITS. THAT IS BECAUSE MATERNITY BENEFITS COULD ONLY BE PAID IN THE FIRST 15 WEEKS OF A BENEFIT PERIOD. BENEFITS WOULD ALSO BE PAID AT ANY TIME DURING A 25-WEEK PERIOD RATHER THAN BEING RESTRICTED TO THE FIRST 15 WEEKS OF THE INITIAL BENEFIT PERIOD.

THE NEW FLEXIBILITY IN THE SYSTEM WILL ADD AN EXTRA \$80 MILLION TO COSTS IN 1984-85. THE CHANGES, HOWEVER, ARE EXPECTED TO BENEFIT ABOUT 65,000 CLAIMANTS WHO OTHERWISE FOUND THE ACT TOO RESTRICTIVE.

WE PROPOSE ALSO TO EXTEND TO ADOPTIVE PARENTS THE SAME RIGHTS UNDER THE UNEMPLOYMENT INSURANCE ACT AS NATURAL PARENTS. THE FEDERAL GOVERNMENT MUST ENABLE PARENTS TO OFFER THEIR NEW CHILDREN THE BEST OF CARE. THE AMENDMENT, IF APPROVED, WOULD AUTHORIZE BENEFITS OF UP TO 15 WEEKS TO EITHER OF THE PROSPECTIVE PARENTS. CLAIMANTS WILL SIMPLY HAVE TO SHOW THEY HAVE AT LEAST 20 WEEKS OF INSURABLE EMPLOYMENT IN THE LAST 52 - MUCH AS THEY WOULD CLAIM SICKNESS OR MATERNITY BENEFITS.

ABOUT 7,500 ADOPTIVE PARENTS COULD BENEFIT FROM THE NEW LEGISLATION. THE NEW PERMISSIVE CLAUSE WOULD ADD A \$22 MILLION COST IN 1984-85.

U.I. BENEFITS FOR ADOPTIVE PARENTS HAVE BEEN DISCUSSED FOR A NUMBER OF YEARS. THE TASK FORCE REPORT ON U.I. AND ADOPTION AUTHORITIES HAVE RECOMMENDED THE INTRODUCTION OF THESE BENEFITS. I HAVE RECEIVED LITERALLY HUNDREDS OF RECOMMENDATIONS FROM ALL SIDES OF THE HOUSE TO BRING IN THIS BENEFIT. I KNOW YOU WILL AGREE IT IS TIME WE PRESSED ON WITH THIS MILESTONE IN SOCIAL LEGISLATION FOR WOMEN. WITH YOUR SUPPORT, WE CAN HAVE THESE PROVISIONS FOR ADOPTIVE PARENTS AND THESE CHANGES TO MATERNITY BENEFITS IN PLACE BY JANUARY 1, 1984.

BILL C-156 REAFFIRMS THIS GOVERNMENT'S COMMITMENT
TO MAINTAIN INCOME PROTECTION FOR THOSE UNFORTUNATE PEOPLE WHO ARE
WITHOUT WORK. I CALL ON YOU TO GIVE ALL THESE AMENDMENTS
YOUR SUPPORT AND SWIFT PASSAGE.



Minister
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STATEMENT ON ILLEGAL IMMIGRATION

BY LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION

TO THE

HOUSE OF COMMONS COMMITTEE ON

LABOUR, MANPOWER, AND IMMIGRATION

JUNE 29, 1983



Mr. Chairman:

It gives me great pleasure to appear before you today to table a Report on Illegal Migrants in Canada by W.G. Robinson, who has been acting as my Special Advisor. As you will recall, the Canada Employment and Immigration Advisory Council published its report entitled "Illegal Immigrants" in November of 1982. As that report was well publicized both through wide distribution of the report itself and extensive media coverage, I do not propose summarizing or discussing its contents. I do wish, however, to thank the Council for making a very valuable contribution to a difficult and controversial subject. The Council's work has been an excellent catalyst for the intensive work done by Mr. Robinson the results of which are before you today.

I should also like, Mr. Chairman, to warmly congratulate Mr. Robinson for the excellent and thorough report he has produced in an amazingly short time frame. It is one of the most valuable documents on an immigration problem to be produced in recent years. I am certain that Committee members will join with me in congratulating him.

In deciding to have a detailed study of illegal immigration undertaken I was motivated by a number of important considerations. First, I was determined that the study should be open and that all shades of opinion would be sought. I also felt that the best means of doing this was to utilize the services of an independent expert who could undertake dialogue with many diverse interest groups, without the constraints

imposed on public servants. It was also essential that the work be done by someone who could be seen by all as neutral and without any specific bias. I think you will agree with me that the report produced by Gerry Robinson has met these requirements.

By its very nature, the question of illegal immigration is involved and complex. Seen narrowly and simplistically, it involves the breaking of the law. However, unlike some other breaches of the law it involves - and deeply so - the very lives, hopes and ambitions of human beings. I have said before and repeat that I cannot and will not condone breaking of the law. However, in the case of illegal immigration the law must be enforced with sensitivity, humanity and compassion. This has been my policy and will continue to be so. I am naturally pleased that the report before us today would seem to fully support this approach while clearly serving notice that we can and will continue to ensure that people are welcome to come to Canada provided they do so legally.

Mr. Chairman, I look forward to the discussion in this Committee. I am certain that in this case, as in others, the Committee's advice and guidance will be of great help to me and my officials.

In the past few days I have intensively studied the report before you. I am pleased to say that I fully support its general thrust and conclusions and, with very few exceptions, fully support its recommendations.

The question of numbers is obviously central to this entire exercise and I believe that, for the first time, we now have a realistic starting point for estimating the number of illegal immigrants in Canada. It must be emphasized that the figure of 50,000 is a maximum figure and that the studies upon which it is based are far from "fail-safe". However, it is an important first step in what will now be a continuing process of establishing more reliable figures. As noted in the report, Statistics Canada is currently developing a study on the number of illegal immigrants in Canada which is expected to be completed in 1984. Using this as a base, we would propose including in the 1985 levels paper, and periodically thereafter, a chapter providing current information on illegals, as recommended in the report.

I will now, Mr. Chairman, turn to the core recommendation of the report that there should be no general amnesty for illegal immigrants.

In simple terms, Mr. Chairman, I fully agree with and support this recommendation. Amnesty is not a viable solution to illegal immigration. The report fully discusses the issue and, in my view, the evidence in support of its position is overwhelming.

Not only does our Canadian experience reveal this, but we have also had an opportunity to witness the experience of other countries. There remains little question that amnesties are a "band aid" approach to the problem of illegal immigration and, in fact, they produce tangential problems which compound the difficulties we face in tackling such a

sensitive human issue. Without discussing at length the negative implications, I believe the people who generated input to the report accurately highlighted the most significant concerns, which cannot be ignored.

Frequent use of amnesties is perhaps the greatest confirmation of their shortcomings in eliminating and preventing illegal immigration. Repeated use leads persons to place their hopes in the prospect of future amnesties, whereby they are enticed to come to Canada outside the jurisdiction of our selection process - which was designed to control the quality of the flow of people into this country. Our credibility in attempting to establish otherwise is consequently greatly impeded and understandably so. Not only is the illegal immigrant accepted under the provisions of an amnesty, but we are also reminded of our responsibility to consider the prospect of sponsorable relatives. While I appreciate the hopes of the illegal immigrant who is motivated by the thought of an amnesty, this should not ultimately subvert our selection process. This process was designed to be universal and non-discriminatory in nature. On the other hand, amnesties can be seen to discriminate against those persons who apply to immigrate to this country under the provisions of our immigration legislation.

The report says:

"The Minister of Employment and Immigration and other representatives of Canada should emphasize

that it is Government policy not to adopt programs of general amnesty in future. This message should also be included in literature abroad which describes our immigration programs."

I fully intend to implement this recommendation.

The foregoing is not to say, however, that I do not recognize that there are unique considerations involved in this area, particularly in relation to the cases of long-term illegal migrants.

I do support the proposals for case by case review against definitive criteria of the cases of long-term illegal migrants. These recommendations are consistent with my view that humanitarian and compassionate considerations do exist and that where they are found to exist, fair and sensitive assessment of the facts and the exercise of legal discretion to regularize status is the appropriate method of dealing with them.

In this vein, I intend to ensure that criteria are developed which will allow for a more fair and consistent assessment of cases involving long-term illegal migrants. Factors such as family ties in Canada and successful establishment in the community will, of course, have considerable weight in these assessments. I also intend to ensure that all decisions denying landing to long-term illegal residents will be

reviewed automatically by a committee of senior officials in Ottawa, appointed by me for this purpose. In addition, I will be monitoring closely and on a regular basis the manner in which this decision making is being exercised by the committee of senior officials and I will issue guidelines from time to time, as required.

I also recognize that there is a need for more dialogue between my officials and the public. In this regard, in the next few weeks my officials will be developing an action plan for the implementation of steps to increase public education and awareness of immigration laws and their administration. The Commission will also be encouraged to release studies to the public in order to promote a better understanding of our program. This, I should add, is fully consistent with my government's policy on freedom of information, as embodied in the legislation which will become effective on July 1.

I believe that the first obligation to deal fairly with the existing illegal population is clearly recognized. Attention must then be turned to the recommendations regarding the enhancement of enforcement operations in Canada.

I concur, as the report recommends, that Canada should continue with its essentially "reactive" enforcement policy, with certain improvements. To this end, various projects and studies have been undertaken on an experimental basis. This has been done in consultation with other involved and interested departments regarding those

recommendations concerning port of entry processes. For example, immediate steps are being taken to implement an extended documentation project on randomly selected flights arriving at several major international airports. This project will allow for more in-depth immigration secondary examination, documentation of visitors, and follow-up activities.

Shortly thereafter, a two-month pilot project is planned involving the use of a "landing card" to be completed by all visitors on board flights arriving at the same airports for follow-up purposes. The short duration of this project will allow monitoring of the effectiveness of our general port of entry screening process.

I also favour the specific recommendations for the development of pilot projects involving immigration officers on the primary inspection lines. Any decision on implementing this recommendation will require the agreement of my colleague, the Minister of National Revenue, and other ministers who are directly involved in passenger inspection. I intend to consult my colleagues immediately on these recommendations.

In an age of universal computerization, one cannot ignore the role sophisticated systems may come to play with respect to international travel. I would agree that an electronic system of entry and exit controls should be developed as a long-term goal fully recognizing the intensive resource implications. For the present, I believe that the continued development of our Field Operational Support System (FOSS),

which is described in the report, will continue to improve our computer capability and respond to our enforcement needs.

The recommendation to measure the effectiveness of existing employer sanctions through greater priority in application is an area that addresses the economic factors motivating the illegal immigrant. At this point in time we are pursuing various avenues to enhance the application of employer sanctions. For example, a study regarding Social Insurance Card abuses is underway, and discussions with the RCMP and the Department of Justice will be initiated regarding the feasibility of increased investigation and prosecution of employers.

The Auditor General and Mr. Robinson have both expressed the view that the national headquarters of Immigration should enhance their role with respect to investigations and enforcement policy. I will be instructing my officials to examine this issue with a view to developing and monitoring national plans and goals for our various enforcement activities. I feel confident that this increased coordination will improve our enforcement work.

Mr. Chairman, I will now turn to what I consider to be a very significant recommendation of Mr. Robinson's study - the expanded use of the visitor visa.

Off-shore screening of prospective visitors has a number of advantages over both border and inland controls. Persons who do not meet

entry requirements are spared the embarrassment of being refused admission and removed from Canada. They do not have to expend large sums of money to travel to Canada only to discover they are not admissible. A visitor visa is also beneficial to the holder as it facilitates entry to Canada. Furthermore, if a visa holder is denied admission at a port of entry, an avenue of redress is provided as the individual has the right of appeal to the Immigration Appeal Board, an independent court of record.

As Mr. Robinson correctly points out, a visa requirement also enables us to conduct necessary background checks abroad in doubtful cases, a procedure which is not feasible at ports of entry. In every instance where the visitor visa exemption has been withdrawn there has been a dramatic reduction in the level of enforcement activity in Canada for nationals of the country concerned. Another advantage worth noting is that where there are significant levels of enforcement activity, a visitor visa is more cost-effective. The cost of refusing a visa abroad is much less than the cost involved in apprehending and removing violators of the Immigration Act.

Having said that, obviously the withdrawal of the visa exemption has implications which go beyond immigration concerns. There may be consequences for political, trade, international and bilateral relations. I will, therefore, be presenting to Cabinet shortly a proposal to review the present list of visa exemptions and to recommend that immediate action be taken to withdraw the exemption for certain countries. This must be an ongoing process and I will therefore recommend that this review of the

visitor visa exemption list be done periodically by Cabinet. Mr. Chairman, I do not feel it desirable to be more specific at this time, but I shall inform Honourable Members of our decisions once they are made.

The report has made reference to Canada's role in relation to the worldwide problem of refugees. The initiatives which we are taking in response to this report will in no way reduce our international commitment to refugees. Our temporary humanitarian programs will continue.

With respect to our refugee determination process, the report has made reference to problems which I have identified before this Committee on earlier occasions. There is a clear need for immediate legislative change to deal with anomalies related to "in-status" and "out-of-status" claims and I intend to seek the co-operation of all parties in moving forward with these.

With respect to the report's recommendation for comprehensive legislation in this area, I have initiated the development of proposals which I hope to bring before Cabinet this fall. These will address changes in the legal framework taking into account the efficiency of administration and resource implications. An effective method must be established to deal with abusive claims so that we can concentrate our resources in attacking refugee problems at their sources abroad.

As the report indicates, the question of the selection criteria for Family Class immigration falls outside of the terms of reference which

I had established for this inquiry. While there is an obvious linkage to illegal migration, the scope of the Family Class is central to our entire selection process. As you know, the current Family Class provisions in the legislation are the result of all party agreement at the time the present Act was being developed and passed. I am firmly of the view that if any changes in that concept are to be contemplated, they should, if possible, be developed in the same manner. The widest possible consensus would be essential to any changes in this area.

For that reason, I have not yet adopted an official position in relation to possible changes in the scope of the Family Class. I believe that if any such changes are to be made, this Committee would be an excellent forum for achieving this. I will, therefore, listen to you, the Members of this Committee, before adopting any further course of action on this question.

In closing, Mr. Chairman, I would like to again thank Mr. Robinson for an excellent and extremely thorough piece of work. The enforcement of the Immigration Act is at times a thankless task, and one which must be tempered with sensitivity and compassion on the one hand while not losing sight of our statutory objectives on the other. Indeed, our objectives at times seem to conflict. We endeavor to uphold Canada's humanitarian tradition with respect to the displaced and persecuted and at the same time maintain and protect the health, safety and good order of Canadian society. My own personal involvement in immigration cases has impressed upon me the importance of a sound, fair and humane immigration

policy. It has also convinced me that illegal immigration, to the extent it exists, is not in the interest of maintaining such a policy.

The foregoing has provided you with the general direction I see Canada heading with respect to the illegal immigration question both in the short and the long term. As you can see, there is a great deal of work to be done, and I will now be instructing my officials to proceed accordingly. I will be pleased, Mr. Chairman, to respond to any questions Honourable Members may wish to raise.



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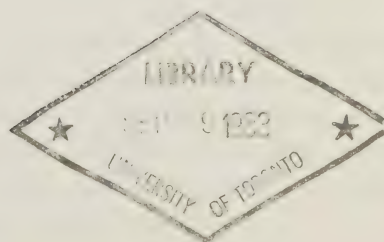
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NOTES FOR AN ADDRESS BY
THE HONOURABLE JOHN ROBERTS
MINISTER OF
EMPLOYMENT AND IMMIGRATION
TO THE
NATIONAL FORUM ON
YOUTH UNEMPLOYMENT
ST. JOHN'S, NEWFOUNDLAND
AUGUST 26, 1983

NOTES POUR UN DISCOURS DE
M. JOHN ROBERTS
MINISTRE DE
L'EMPLOI ET DE L'IMMIGRATION
AU
COLLOQUE NATIONAL SUR
LE CHÔMAGE CHEZ LES JEUNES
ST. JOHN'S, (TERRE-NEUVE)
LE 26 AOÛT 1983

CHECK AGAINST DELIVERY

PRIORITÉ AU DISCOURS PRONONCÉ



IT'S GOOD TO BE HERE IN NEWFOUND-
LAND. IN THE TWO WEEKS SINCE I
BECAME THE MINISTER OF EMPLOYMENT
AND IMMIGRATION, I HAVE BEEN
IMMERSED IN MEETINGS, BRIEFINGS AND
REPORTS IN OTTAWA. I HAVE BEEN
DIGESTING FACTS, FIGURES AND
ECONOMIC FORECASTS. IT'S EASY TO
GET TRAPPED IN THE COCOON OF
OFFICIAL OTTAWA. OF COURSE, IT'S
IMPORTANT TO KNOW THE FACTS AND
FIGURES THAT DESCRIBE A PROBLEM.
BUT IT IS EVEN MORE IMPORTANT TO
REMEMBER THE HUMAN FACE THAT FITS
THE STATISTICS. UNEMPLOYMENT IS,
SIMPLY, A DEVASTATING TRAGEDY -- A
WASTE OF HUMAN RESOURCES FOR THE
SOCIETY WHICH TOLERATES IT, A
BITTER TRAUMA FOR THE INDIVIDUALS
WHO SUFFER IT.

SO IT'S GOOD TO BE IN NEWFOUNDLAND,
TO TALK FIRST HAND TO THOSE WHO
FACE THE FRUSTRATION OF UNEMPLOY-
MENT AND THE CHALLENGE OF WANTING
JOBS. IT'S MY FIRST CHANCE AS
MINISTER TO MEET DIRECTLY WITH
YOUNG CANADIAN MEN AND WOMEN TO GET
THEIR VIEWS AND SUGGESTIONS. I
WANT TO THANK THE ORGANIZERS OF
THIS CONFERENCE FOR ESTABLISHING A
NATIONAL FORUM -- A DIRECT,
CONTINUING DIALOGUE BETWEEN YOUNG
PEOPLE AND THEIR GOVERNMENTS.

JE SUIS HEUREUX D'ÊTRE À
TERRE-NEUVE. PARCE QU'AU COURS DES
DEUX SEMAINES QUI ONT SUIVI MA
NOMINATION AU POSTE DE MINISTRE DE
L'EMPLOI ET DE L'IMMIGRATION, J'AI
ASSISTÉ À OTTAWA À DE NOMBREUSES
RÉUNIONS ET SÉANCES D'INFORMATION,
REÇU D'INNOMBRABLES RAPPORTS,
ASSIMILÉ DES FAITS, DES CHIFFRES ET
DES PRÉVISIONS ÉCONOMIQUES. IL EST
FACILE DE SE LAISSER PRENDRE DANS
LES MÉANDRES DE LA BUREAUCRATIE À
OTTAWA. IL EST BIEN SÛR IMPORTANT DE
CONNAÎTRE LES CHIFFRES ET LES FAITS
QUI DÉCRIVENT UN PROBLÈME, MAIS IL
EST ENCORE PLUS IMPORTANT DE SE
SOUVENIR QUE DERRIÈRE LES
STATISTIQUES SE CACHENT DES ÊTRES
HUMAINS. LE CHÔMAGE EST UN FLÉAU,
UN GASPILLAGE DES RESSOURCES
HUMAINES POUR LA SOCIÉTÉ QUI LE
TOLÈRE ET UNE SOURCE D'ANGOISSE POUR
LES PERSONNES TOUCHÉES.

OUI, JE SUIS HEUREUX D'ÊTRE À
TERRE-NEUVE, POUR PARLER
DIRECTEMENT À CEUX QUI VIVENT LES
AFFRES DU CHÔMAGE ET DOIVENT LUTTER
POUR OBTENIR UN EMPLOI. C'EST LA
PREMIÈRE OCCASION QUI M'EST
OFFERTE, DEPUIS QUE JE SUIS
MINISTRE, DE M'ENTRETEENIR AVEC DE
JEUNES CANADIENS POUR CONNAÎTRE
LEURS VUES ET LEURS SUGESTIONS. JE
DÉSIRE REMERCIER LES ORGANISATEURS
DE CETTE CONFÉRENCE D'AVOIR MIS AU
POINT CETTE TRIBUNE NATIONALE QUI
PERMETTRA D'ÉTABLIR UN DIALOGUE
DIRECT ET CONTINU ENTRE LES JEUNES
ET LEURS GOUVERNEMENTS.

MY JOB IS TO CREATE MORE JOBS. WE NEED MORE JOBS IN TOTAL -- WE NEED THESE ESPECIALLY FOR YOUNG PEOPLE WHO ARE BEARING A DISPROPORTIONATE SHARE OF THE BURDEN OF UNEMPLOYMENT IN CANADA. WE WILL CREATE THESE JOBS IN OUR SOCIETY THROUGH A PARTNERSHIP OF EFFORT -- GOVERNMENT ALONE HAS NO MAGIC SOLUTION -- A PARTNERSHIP OF GOVERNMENTS, LABOUR AND THE PRIVATE SECTOR. PART OF THAT TASK OF WORKING TOGETHER IS LISTENING TO WHAT PEOPLE HAVE TO SAY -- ESPECIALLY THOSE MOST DIRECTLY AFFECTED. SO I, AND MY OFFICIALS HERE, ARE GOING TO DO A LOT OF LISTENING AT THIS CONFERENCE.

I HOPE THAT THIS FORUM WILL PROVIDE NEW INSIGHTS AND DEVELOP NEW IDEAS TO HELP YOUNG CANADIANS FIND JOBS. THE FACT THAT YOU HAVE TAKEN THE TROUBLE TO COME TO THIS CONFERENCE SHOWS THAT YOU CARE DEEPLY ABOUT THE EMPLOYMENT PROBLEMS FACING YOUNG CANADIANS, AND THAT YOU WANT TO DO SOMETHING ABOUT THESE PROBLEMS. YOUR AGENDA COVERS VITALLY IMPORTANT TOPICS AND I AM EAGER TO HEAR THE RECOMMENDATIONS COMING FROM YOUR WORKSHOPS.

MON TRAVAIL CONSISTE À CRÉER PLUS D'EMPLOIS. NOUS AVONS BESOIN DE PLUS D'EMPLOIS, EN PARTICULIER POUR LES JEUNES, QUE LE CHÔMAGE TOUCHE DE FAÇON DISPROPORTIONNÉE PAR RAPPORT AUX AUTRES GROUPES. C'EST GRÂCE À UNE CONCERTATION DES EFFORTS QUE NOUS CRÉERONS CES EMPLOIS. LE GOUVERNEMENT À LUI SEUL N'A PAS DE SOLUTION MIRACLE, IL FAUT DONC QUE LES GOUVERNEMENTS, LES SYNDICATS ET LE SECTEUR PRIVÉ UNISSENT LEURS EFFORTS. UNE PARTIE DE CE TRAVAIL DE COLLABORATION CONSISTE À ÉCOUTER CE QUE LES GENS ONT À DIRE, EN PARTICULIER CEUX QUI SONT DIRECTEMENT TOUCHÉS. C'EST POURQUOI MES FONCTIONNAIRES ET MOI-MÊME SERONS TOUTE OUIE POUR ENTENDRE CE QUE LES PARTICIPANTS À LA CONFÉRENCE ONT À DIRE.

J'ESPÈRE QUE CE COLLOQUE NOUS FOURNIRA UNE NOUVELLE PERSPECTIVE ET METTRA DE L'AVANT DE NOUVELLES IDÉES POUR AIDER LES JEUNES CANADIENS À TROUVER DES EMPLOIS. LE FAIT QUE VOUS VOUS SOYEZ DÉPLACÉS POUR ASSISTER À CETTE CONFÉRENCE INDIQUE QUE LES PROBLÈMES D'EMPLOI AUXQUELS SE HEURTENT LES JEUNES CANADIENS VOUS TOUCHENT PROFONDÉMENT ET QUE VOUS ÊTES PRÊTS À FAIRE QUELQUE CHOSE POUR LES RÉGLER. DES POINTS TRÈS IMPORTANTS SONT INSCRITS À L'ORDRE DU JOUR ET J'ATTENDS AVEC IMPATIENCE LES RECOMMANDATIONS QUI DÉCOULERONT DE VOS ATELIERS.

LET'S PUT THE JOB CREATION CHALLENGE IN CONTEXT. THERE IS REASON TO BE ENCOURAGED. OVERALL GROWTH IS RETURNING TO THE CANADIAN ECONOMY. TO TAKE ONE EXAMPLE, STATISTICS CANADA REGULARLY MONITORS EMPLOYMENT ADVERTISEMENTS IN THE MAJOR CITIES ACROSS CANADA. THE NUMBER OF HELP-WANTED ADS ROSE NEARLY 12 PER CENT BETWEEN MAY AND JUNE OF THIS YEAR -- THE FIFTH MONTHLY INCREASE FOR THIS INDEX. WE DO NOT NEED COMPLICATED SURVEYS AND COMPLEX CHARTS TO KNOW THAT THE ECONOMY IS PICKING UP. ACROSS THE COUNTRY, WE SEE SALES INCREASING, HOUSES BEING BUILT AND UNEMPLOYMENT RATES GRADUALLY DECLINING. WHY THEN, IN THE FACE OF THIS ENCOURAGING NEWS, HAVE WE COME FROM ALL OVER CANADA TO DISCUSS PROBLEMS RELATED TO YOUTH UNEMPLOYMENT?

REMETTONS LA CRÉATION D'EMPLOIS DANS SON CONTEXTE. NOUS AVONS TOUTES LES RAISONS VOULUES D'ÊTRE ENCOURAGÉS. LA CROISSANCE GLOBALE A DES EFFETS POSITIFS SUR L'ÉCONOMIE CANADIENNE. PAR EXEMPLE, STATISTIQUE CANADA ANALYSE RÉGULIÈREMENT LES OFFRES D'EMPLOI ANNONCÉES DANS LES GRANDES VILLES DU CANADA. LE NOMBRE DE CES ANNONCES A AUGMENTÉ D'ENVIRON 12 % ENTRE MAI ET JUIN DE CETTE ANNÉE, CE QUI REPRÉSENTE LA CINQUIÈME AUGMENTATION MENSUELLE POUR CET INDICE. MAIS NOUS N'AVONS BESOIN NI D'ENQUÊTES NI DE TABLEAUX COMPLEXES POUR SAVOIR QUE L'ÉCONOMIE S'AMÉLIORE. À L'ÉCHELLE DU PAYS, LES VENTES AUGMENTENT, LE NOMBRE DE MAISONS EN CONSTRUCTION EST À LA HAUSSE ET LES TAUX DE CHÔMAGE DIMINUENT PROGRESSIVEMENT. POURQUOI ALORS, EU ÉGARD À CES NOUVELLES ENCOURAGEANTES, SOMMES-NOUS VENUS DE TOUS LES COINS DU CANADA POUR DISCUTER DES PROBLÈMES LIÉS AU CHÔMAGE DES JEUNES?

WHY? BECAUSE WE ALL KNOW THAT YOUNG PEOPLE FACE SPECIAL AND DIFFICULT PROBLEMS IN A CHANGING LABOUR MARKET. THEIR UNEMPLOYMENT RATES ARE HIGHER THAN THOSE FOR ADULTS. WE ALSO KNOW THAT MORE YOUNG PEOPLE WILL BE ENTERING THE LABOUR MARKET IN THE NEXT FEW YEARS. MANY OF THEM WERE UNABLE TO FIND JOBS DURING THE RECENT RECESSION AND CONTINUED THEIR EDUCATION INSTEAD. WE ANTICIPATE THAT THEY WILL TRY TO RE-ENTER THE LABOUR MARKET AS ECONOMIC CONDITIONS IMPROVE. MANY MORE YOUNG WOMEN AND NATIVE YOUTH WILL ALSO BE SEEKING EMPLOYMENT IN THE NEAR FUTURE. ALL OF THESE PEOPLE WILL BE FACED WITH THAT ALWAYS DIFFICULT TASK OF FINDING THEIR FIRST FULL-TIME JOB, AND THEY WILL BE COMPETING WITH OTHERS WHO ALREADY HAVE SOME LABOUR MARKET EXPERIENCE.

PARCE QUE NOUS SAVONS TOUS QUE LES JEUNES SONT AUX PRISES AVEC DES PROBLÈMES SPÉCIAUX ET DIFFICILES AU SEIN D'UN MARCHÉ DU TRAVAIL EN PLEINE ÉVOLUTION. LE TAUX DE CHÔMAGE CHEZ CE GROUPE EST SUPÉRIEUR À CELUI DES ADULTES. NOUS SAVONS ÉGALEMENT QU'UN PLUS GRAND NOMBRE DE JEUNES ENTRERONT SUR LE MARCHÉ DU TRAVAIL AU COURS DES PROCHAINES ANNÉES. BON NOMBRE D'ENTRE EUX ONT ÉTÉ INCAPABLES DE TROUVER UN EMPLOI AU COURS DE LA RÉCENTE RÉCESSION ET ONT DÉCIDÉ DE POURSUIVRE LEURS ÉTUDES. NOUS PRÉVOYONS QU'ILS TENTERONT DE RÉINTÉGRER LE MARCHÉ DU TRAVAIL LORSQUE LES CONDITIONS ÉCONOMIQUES S'AMÉLIORERONT. BON NOMBRE DE JEUNES FEMMES ET DE JEUNES AUTOCHTONES CHERCHERONT ÉGALEMENT UN EMPLOI DANS UN AVENIR RAPPROCHÉ. TOUTES CES PERSONNES DEVRONT TROUVER LEUR PREMIER EMPLOI À PLEIN TEMPS, TÂCHE TOUJOURS DIFFICILE, ET DEVRONT SOUTENIR LA CONCURRENCE QUE LEUR LIVRERONT D'AUTRES PERSONNES EXPÉRIMENTÉES.

AND THE NEXT FEW YEARS WILL PROVIDE ALL OF US WITH ANOTHER CHALLENGE. TECHNOLOGY IS CHANGING THE WORK WE DO AND THE WAY WE DO IT. AS MICRO-ELECTRONICS, BIOTECHNOLOGIES AND OTHER NEW TECHNOLOGICAL DEVELOPMENTS COME MORE INTO DAILY USE, WE MUST FIND WAYS OF TRAINING PEOPLE FOR NEW AND DIFFERENT JOBS -- SOME OF THEM FOR WHICH THERE AREN'T EVEN ANY JOB DESCRIPTIONS WRITTEN YET. TODAY'S NEW DEVELOPMENTS CAN HOLD BRIGHT PROMISE FOR YOUNG PEOPLE PROVIDED -- AND THIS IS A MAJOR PROVISION -- THEY ARE PROPERLY EDUCATED, TRAINED AND EQUIPPED WITH THE SKILLS THAT WILL ENABLE THEM TO TAKE ADVANTAGE OF NEW OPPORTUNITIES.

ET LES PROCHAINES ANNÉES POSERONT À CHACUN D'ENTRE NOUS UN AUTRE DÉFI. LA TECHNOLOGIE MODIFIE NOTRE TRAVAIL ET LA FAÇON DONT NOUS LE FAISONS. AVEC L'AVÈNEMENT DE LA MICRO-ÉLECTRONIQUE, DE LA BIOTECHNOLOGIE ET D'AUTRES NOUVELLES TECHNOLOGIES, QUI FERONT DE PLUS EN PLUS PARTIE DE NOS ACTIVITÉS QUOTIDIENNES, NOUS DEVRONS TROUVER DES MOYENS D'ASSURER LA FORMATION DES FUTURS TRAVAILLEURS EN VUE D'EMPLOIS NOUVEAUX ET DIFFÉRENTS DONT CERTAINS NE SONT PAS ENCORE DÉFINIS. LES INNOVATIONS D'AUJOURD'HUI ONT BEAUCOUP À OFFRIR AUX JEUNES, POURVU, ET IL S'AGIT LÀ D'UNE CONDITION SINE QUA NON, QU'ILS AIENT LA SCOLARITÉ, LA FORMATION ET LES COMPÉTENCES NÉCESSAIRES POUR TIRER PARTI DES NOUVEAUX DÉBOUCHÉS.

TODAY'S YOUNG PEOPLE HAVE YET ANOTHER OBSTACLE TO OVERCOME. THE RECENT RECESSION HAS INTENSIFIED THE CONCERN OF EMPLOYERS FOR EFFICIENCY, LOWER COSTS AND LEAN OPERATIONS. THEY ARE OFTEN RELUCTANT TO HIRE INEXPERIENCED STAFF AND SPEND TIME TRAINING THEM ON THE JOB. MORE THAN EVER BEFORE, EMPLOYERS ARE LOOKING FOR WORKERS WHO HAVE A COMBINATION OF EDUCATION AND RELEVANT WORK EXPERIENCE. YOUNG PEOPLE WITH A GOOD EDUCATIONAL BACKGROUND OFTEN LACK THE KIND OF PRACTICAL WORK EXPERIENCE WHICH IS USUALLY ACQUIRED ON THE JOB. OTHER YOUNG PEOPLE WHO LEAVE SCHOOL EARLY ARE DOUBLY DISADVANTAGED, LACKING BOTH THE NECESSARY EDUCATION AND WORK EXPERIENCE. ONE OF THE CHALLENGES I WOULD LIKE TO SEE THIS CONFERENCE ADDRESS IS HOW WE CAN MAKE THE TRANSITION FROM SCHOOL TO WORK EASIER FOR YOUNG CANADIANS.

LET ME RE-EMPHASIZE THAT INCREASED NUMBERS OF NEW LABOUR FORCE ENTRANTS, CHANGING SKILL REQUIREMENTS AND THE NEED FOR WORK EXPERIENCE -- THESE FACTORS HAVE PROFOUND EFFECTS ON THE CAREER ASPIRATIONS OF YOUNG CANADIANS.

LES JEUNES D'AUJOURD'HUI ONT UN AUTRE OBSTACLE À SURMONTER. LA RÉCESSION QUE NOUS VENONS DE TRAVERSER A INTENSIFIÉ LE DÉSIR DES EMPLOYEURS D'AMÉLIORER LE RENDEMENT, DE DIMINUER LES COÛTS ET DE RÉDUIRE LE NOMBRE DES OPÉRATIONS. ILS SONT SOUVENT RÉTICENTS À EMBAUCHER DES TRAVAILLEURS SANS EXPÉRIENCE ET À CONSACRER DU TEMPS À LEUR FORMATION EN COURS D'EMPLOI. PLUS QUE JAMAIS, LES EMPLOYEURS RECHERCHENT DES TRAVAILLEURS QUI ONT UNE SCOLARITÉ SOLIDE ET UNE EXPÉRIENCE DE TRAVAIL PERTINENTE. LES JEUNES QUI ONT DE BONS ANTÉCÉDENTS SCOLAIRES N'ONT SOUVENT PAS LE GENRE D'EXPÉRIENCE PRATIQUE QUI S'ACQUIERT HABITUELLEMENT EN COURS D'EMPLOI. D'AUTRES JEUNES QUI ABANDONNENT L'ÉCOLE SONT DOUBLEMENT DÉFAVORISÉS, N'AYANT NI LES ÉTUDES NI L'EXPÉRIENCE DE TRAVAIL VOULUS. L'UN DES DÉFIS QUE J'AIMERAI VOIR ABORDER AU COURS DE CETTE CONFÉRENCE EST LA FAÇON DONT NOUS POUVONS FACILITER LA TRANSITION ENTRE L'ÉCOLE ET LE MONDE DU TRAVAIL POUR LES JEUNES CANADIENS.

PERMETTEZ-MOI DE SOULIGNER ENCORE UNE FOIS QUE LE NOMBRE SANS CESSÉ CROISSANT DE NOUVEAUX ARRIVANTS SUR LE MARCHÉ DU TRAVAIL, LES NOUVELLES COMPÉTENCES RECHERCHÉES ET LA NÉCESSITÉ D'AVOIR UNE EXPÉRIENCE DE TRAVAIL CONSTITUENT DES FACTEURS QUI INFLUENT CONSIDÉRABLEMENT SUR LES ASPIRATIONS PROFESSIONNELLES DES JEUNES CANADIENS.

A STRATEGY IS REQUIRED TO MEET THE NEEDS OF OUR EMERGING LABOUR FORCE.

THE GOVERNMENT OF CANADA HAS ALREADY TAKEN THE FIRST STEPS TO IMPLEMENT SUCH A STRATEGY. EACH AND EVERY DAY, THE CANADA EMPLOYMENT AND IMMIGRATION COMMISSION SPENDS \$2.5 MILLION ON EMPLOYMENT PROGRAMS AND SERVICES FOR YOUNG PEOPLE. THE GOVERNMENT OF CANADA WILL SPEND OVER ONE BILLION DOLLARS IN THE 1983-84 FISCAL YEAR ON YOUTH PROGRAMS. OF THIS, 52 PER CENT IS SPENT ON TRAINING TO HELP YOUNG PEOPLE IMPROVE THEIR JOB QUALIFICATIONS AND TO ACQUIRE THE SKILLS THAT ARE, AND WILL BE, IN DEMAND IN THE LABOUR FORCE. THIRTY-FIVE PER CENT IS SPENT ON JOB CREATION AND WAGE SUBSIDY PROGRAMS TO HELP YOUNG PEOPLE GET THE KIND OF WORK EXPERIENCE THAT EMPLOYERS LOOK FOR. THE REMAINING 13 PER CENT IS SPENT ON SERVICES INCLUDING EMPLOYMENT COUNSELLING TO HELP YOUNG PEOPLE DEFINE THEIR CAREER ASPIRATIONS, TO OVERCOME ROADBLOCKS TO LABOUR MARKET PARTICIPATION, AND TO FIND A FULFILLING JOB.

IL NOUS FAUT ÉTABLIR UNE STRATÉGIE AFIN DE RÉPONDRE AUX BESOINS DE NOTRE NOUVELLE POPULATION ACTIVE.

LE GOUVERNEMENT DU CANADA A DÉJÀ PRIS LES PREMIÈRES MESURES POUR METTRE EN OEUVRE UNE TELLE STRATÉGIE. CHAQUE JOUR, LA COMMISSION DE L'EMPLOI ET DE L'IMMIGRATION DU CANADA CONSACRE \$2,5 MILLIONS AUX PROGRAMMES ET SERVICES D'EMPLOI DESTINÉS AUX JEUNES. LE GOUVERNEMENT DU CANADA DÉPENSERA PLUS DE \$1 MILLIARD AU COURS DE L'ANNÉE FINANCIÈRE 1983-1984 AU TITRE DES PROGRAMMES AXÉS SUR LES JEUNES. DE CE BUDGET, 52 % SONT CONSACRÉS À LA FORMATION VISANT À AIDER LES JEUNES À AMÉLIORER LEURS COMPÉTENCES PROFESSIONNELLES ET À ACQUÉRIR CELLES QUI SONT ET SERONT EN DEMANDE SUR LE MARCHÉ DU TRAVAIL. TRENTE-CINQ POUR CENT DU BUDGET SERONT CONSACRÉS À LA CRÉATION D'EMPLOIS ET AUX PROGRAMMES DE SUBVENTION SALARIALE CONÇUS POUR QUE LES JEUNES PUISSENT ACQUÉRIR LE GENRE D'EXPÉRIENCE DE TRAVAIL QUE LES EMPLOYEURS RECHERCHENT. LES 13 % QUI RESTENT SERONT AFFECTÉS AUX SERVICES, Y COMPRIS AUX SERVICES DE COUNSELLING PROFESSIONNEL, QUI VISENT À PERMETTRE AUX JEUNES DE DÉFINIR LEURS ASPIRATIONS PROFESSIONNELLES, DE FRANCHIR LES OBSTACLES À LEUR INSERTION PROFESSIONNELLE ET DE TROUVER UN EMPLOI SATISFAISANT.

I KNOW THAT SOME OF YOU ATTENDING THIS MEETING HAVE ALREADY TAKEN ADVANTAGE OF OUR PROGRAMS AND SERVICES AND I AND MY STAFF AND OFFICIALS ARE ANXIOUS TO HEAR OF YOUR EXPERIENCES. WHERE HAVE WE SUCCEEDED AND WHERE HAVE WE FAILED? WHAT ARE WE DOING RIGHT AND WHAT CAN WE IMPROVE TO HELP BETTER MEET YOUR NEEDS? SOME AMONG YOU MAY NOT BE FAMILIAR WITH OUR PROGRAMS AND SERVICES FOR YOUNG PEOPLE. I WOULD URGE ALL OF YOU TO TAKE A CLOSE LOOK AT A NEW PUBLICATION PRODUCED BY MY DEPARTMENT. IT IS CALLED "OPENING DOORS TO JOBS" AND YOU SHOULD HAVE RECEIVED A COPY WHEN YOU REGISTERED. IT WAS PRINTED ONLY LAST WEEK. STARTING NEXT MONTH IT WILL BE AVAILABLE IN CANADA EMPLOYMENT CENTRES, AT SPECIAL PROJECTS FOR YOUTH, AND IN OTHER PLACES WHERE YOUNG PEOPLE GATHER.

THIS BOOKLET IS ONE ATTEMPT TO DO ONE OF THE THINGS I THINK WE MUST DO MORE EFFECTIVELY WITH THE CANADIAN GOVERNMENT'S EMPLOYMENT SERVICES. WE MUST COMMUNICATE BETTER WITH THOSE WHO NEED OUR HELP.

JE SAIS QUE CERTAINS D'ENTRE VOUS ONT DÉJÀ PROFITÉ DE NOS PROGRAMMES ET SERVICES; MES FONCTIONNAIRES ET MOI-MÊME SOMMES FORT IMPATIENTS D'ENTENDRE PARLER DE VOS EXPÉRIENCES. QUELS SONT NOS POINTS FORTS, NOS FAIBLESSES? QUE FAISONS-NOUS DE BIEN ET QUE POURRONS-NOUS AMÉLIORER POUR MIEUX RÉPONDRE À VOS BESOINS? CERTAINS D'ENTRE VOUS, PAR CONTRE, NE CONNAISSENT PEUT-ÊTRE PAS NOS PROGRAMMES ET SERVICES À L'INTENTION DES JEUNES. JE VOUS INVITE DONC À LIRE ATTENTIVEMENT LA NOUVELLE PUBLICATION PRODUITE PAR MON MINISTÈRE. ELLE S'INTITULE "DES PORTES S'OUVRENT... GRÂCE AUX PROGRAMMES ET SERVICES D'EMPLOI POUR LES JEUNES" ET VOUS A ÉTÉ DISTRIBUÉE LORS DE VOTRE INSCRIPTION. CE DOCUMENT N'A ÉTÉ IMPRIMÉ QUE LA SEMAINE DERNIÈRE. DÈS LE MOIS PROCHAIN, IL SERA DISPONIBLE DANS LES CENTRES D'EMPLOI DU CANADA, SUR LES SITES DE PROJETS SPÉCIAUX DESTINÉS AUX JEUNES ET DANS D'AUTRES LIEUX DE RENCONTRE DES JEUNES.

AVEC CETTE BROCHURE, NOUS AVONS TENTÉ D'AMÉLIORER LES SERVICES D'EMPLOI DU GOUVERNEMENT CANADIEN ET, PARTANT, NOS COMMUNICATIONS AVEC CEUX QUI ONT BESOIN DE NOTRE AIDE.

OUR PROGRAMS AND SERVICES ARE ONLY EFFECTIVE IF THOSE WHO NEED THEM KNOW ABOUT THEM. OUR RESEARCH SHOWS THAT MANY YOUNG PEOPLE ARE NOT AWARE OF THE HELP THAT IS ALREADY AVAILABLE TO THEM -- OF WHO DOES WHAT AND WHERE TO GO FOR ASSISTANCE. THIS NEW PUBLICATION "OPENING DOORS TO JOBS" IS ONE WAY OF GETTING THAT MESSAGE ACROSS. YOU MAY BE ABLE TO SUGGEST OTHER WAYS. BUT I HOPE THAT YOU WILL HELP US TO SPREAD INFORMATION AMONG YOUR FRIENDS AND FELLOW STUDENTS ABOUT THE WIDE RANGE OF WAYS THE CANADIAN GOVERNMENT HELPS YOUNG CANADIANS TO PREPARE FOR THE WORLD OF WORK.

ONE ESSENTIAL INGREDIENT TO FINDING A FULFILLING JOB IS TO HAVE RELEVANT WORK EXPERIENCE. WE HAVE, OVER THE YEARS, HAD A NUMBER OF JOB CREATION PROGRAMS TO GET PEOPLE INTO THE WORK FORCE. IN FACT, RIGHT NOW THERE ARE 12 SUCH PROGRAMS IN EXISTENCE. BUT WE HAVE ALSO QUESTIONED WHETHER THESE PROGRAMS HAVE BEEN EFFECTIVE TOOLS TO DEVELOP OUR HUMAN RESOURCES. AS YOU CAN WELL IMAGINE, 12 PROGRAMS CONFUSED EVEN THOSE WHO MANAGED THEM, NOT TO MENTION THOSE WHO USED THEM.

NOS PROGRAMMES ET SERVICES NE SONT EFFICACES QUE SI CEUX QUI EN ONT BESOIN LES CONNAISSENT. NOS RECHERCHES RÉVÈLENT QUE BON NOMBRE DE JEUNES NE SONT PAS AU FAIT DE L'AIDE QUI LEUR EST DÉJÀ OFFERTE, ILS NE SAVENT PAS QUI FAIT QUOI NI OÙ S'ADRESSER. CETTE PUBLICATION EST UN MOYEN D'ÉTABLIR LE CONTACT. VOUS POURREZ PEUT-ÊTRE SUGGÉRER D'AUTRES. MAIS J'ESPÈRE QUE VOUS NOUS AIDEREZ À SENSIBILISER VOS AMIS ET CAMARADES DE CLASSE AUX DIVERSES MESURES UTILISÉES PAR LE GOUVERNEMENT POUR AIDER LES JEUNES CANADIENS À PRÉPARER LEUR INTÉGRATION AU MARCHÉ DU TRAVAIL.

POUR TROUVER UN EMPLOI SATISFAISANT, IL FAUT AVOIR UNE EXPÉRIENCE DE TRAVAIL PERTINENTE. NOUS AVONS, AU FIL DES ANS, MIS EN OEUVRE UN CERTAIN NOMBRE DE PROGRAMMES DE CRÉATION D'EMPLOIS POUR FACILITER L'INTÉGRATION AU MARCHÉ DU TRAVAIL. EN FAIT, IL EN EXISTE ACTUELLEMENT 12. NOUS NOUS SOMMES ÉGALEMENT DEMANDÉ SI CES PROGRAMMES CONTRIBUAIENT À METTRE EN VALEUR LES RESSOURCES HUMAINES DU PAYS. CES 12 PROGRAMMES ONT RÉUSSI À DÉROUTER MÊME CEUX QUI LES ADMINISTRENT, ET FORCÉMENT CEUX QUI LES UTILISENT.

TO MAKE THINGS SIMPLER FOR EVERY-ONE, AND TO PROVIDE A BETTER SERVICE TO OUR CLIENTS, ALL OF OUR JOB CREATION PROGRAMS HAVE NOW BEEN CONSOLIDATED INTO JUST FOUR. THEY ARE CAREER ACCESS, JOB CORPS, CANADA WORKS AND THE LOCAL EMPLOYMENT ASSISTANCE AND DEVELOPMENT PROGRAM (LEAD). THESE PROGRAMS WILL HELP PEOPLE OVERCOME THE HANDICAPS OF LACK OF EXPERIENCE AND WILL PROVIDE JOBS IN COMMUNITIES WITH HIGH LEVELS OF UNEMPLOYMENT. CAREER ACCESS AND JOB CORPS, IN PARTICULAR, WERE DEVELOPED TO REFLECT THE HIGH PRIORITY WE GIVE TO YOUNG PEOPLE. THESE PROGRAMS WILL BE OPERATIONAL ACROSS THE COUNTRY BY MID-SEPTEMBER.

AFIN DE SIMPLIFIER LES CHOSSES POUR TOUT LE MONDE ET D'OFFRIR DE MEILLEURS SERVICES À NOS CLIENTS, NOUS AVONS FUSIONNÉ TOUS NOS PROGRAMMES DE CRÉATION D'EMPLOIS EN QUATRE GRANDS PROGRAMMES. IL S'AGIT D'ACCÈS-CARRIÈRE, DE COMPAGNIE DE TRAVAILLEURS, DE CANADA AU TRAVAIL ET DU PROGRAMME CROISSANCE LOCALE DE L'EMPLOI (CLÉ). CES PROGRAMMES AIDERONT LES PERSONNES SANS EXPÉRIENCE À SURMONTER CE PROBLÈME ET GÉNÉRERONT DES EMPLOIS DANS LES COLLECTIVITÉS OÙ LE TAUX DE CHÔMAGE EST ÉLEVÉ. LES PROGRAMMES ACCÈS-CARRIÈRE ET COMPAGNIE DE TRAVAILLEURS, NOTAMMENT, ONT ÉTÉ ÉLABORÉS AFIN DE TRADUIRE LA GRANDE PRIORITÉ QUE NOUS ACCORDONS AUX JEUNES. ILS ENTRERONT EN VIGUEUR À L'ÉCHELLE DU PAYS À LA MI-SEPTEMBRE.

THE YOUTH PORTION OF THE CAREER ACCESS PROGRAM HAS BEEN BUILT IN PART AROUND THE HIGHLY SUCCESSFUL INTERNSHIP COMPONENT OF OUR SUMMER CANADA JOB CREATION PROGRAM FOR STUDENTS. THROUGH WAGE SUBSIDIES, THE PROGRAM WILL CREATE EMPLOYMENT OPPORTUNITIES BY PROVIDING INTERNSHIPS WITH PRIVATE SECTOR ORGANIZATIONS. THESE INTERNSHIPS ARE FOR PEOPLE WHOSE LACK OF WORK EXPERIENCE MAKES IT DIFFICULT FOR THEM TO FIND A PERMANENT JOB. RECENT COLLEGE AND UNIVERSITY GRADUATES WHO CANNOT FIND WORK IN THEIR FIELDS WOULD ALSO BE ABLE TO BENEFIT FROM THIS PROGRAM.

L'ÉLÉMENT DU PROGRAMME ACCÈS-CARRIÈRE AXÉ SUR LES JEUNES S'INSPIRE EN PARTIE DE LA COMPOSANTE DES STAGES D'EMPLOIS POUR ÉTUDIANTS D'ÉTÉ CANADA, PROGRAMME QUI A CONNU UN FRANC SUCCÈS. PAR LE TRUCHEMENT DE SUBVENTIONS SALARIALES, DES OCCASIONS D'EMPLOI SERONT CRÉÉES SOUS FORME DE STAGES AU SEIN D'ORGANISMES DU SECTEUR PRIVÉ. CES STAGES SONT CONÇUS POUR CEUX QUI, FAUTE D'EXPÉRIENCE PRATIQUE, ÉPROUVENT DES DIFFICULTÉS À TROUVER UN EMPLOI PERMANENT. LES ÉTUDIANTS RÉCEMMENT DIPLÔMÉS DES COLLÈGES ET DES UNIVERSITÉS INCAPABLES DE TROUVER UN EMPLOI DANS LEUR DOMAINE D'ÉTUDES SERONT ÉGALEMENT ADMISSIBLES À CE PROGRAMME.

INITIALLY, ONLY THOSE WHO ARE OUT OF SCHOOL WILL PARTICIPATE IN THIS PROGRAM. HOWEVER, WE WILL ALSO BE PREPARED TO NEGOTIATE AGREEMENTS WITH THE APPROPRIATE EDUCATIONAL AUTHORITIES, PROVINCIAL AND PRIVATE, SO THAT YOUNG PEOPLE WHO DO NOT HAVE SUFFICIENT EDUCATION LEVELS WILL HAVE AN OPPORTUNITY TO RETURN TO THEIR STUDIES IN COMBINATION WITH PART-TIME WORK IN RELEVANT FIELDS. IN OTHER SITUATIONS, YOUNG PEOPLE MAY BE ABLE TO GAIN SPECIFIC WORK EXPERIENCE WHILE COMPLETING THEIR STUDIES. I LOOK FORWARD TO ENTERING INTO THESE NEGOTIATIONS WITHOUT DELAY. THEY WILL PROVIDE AN OPPORTUNITY TO TAKE SOME INNOVATIVE APPROACHES TO THE NEEDS OF OUR YOUNG PEOPLE.

À L'ORIGINE, SEULS CEUX QUI AURONT QUITTÉ L'ÉCOLE PARTICIPERONT À CE PROGRAMME. CÉPENDANT, NOUS SERONS ÉGALEMENT PRÊTS À NÉGOCIER DES ACCORDS AVEC LES AUTORITÉS SCOLAIRES COMPÉTENTES DE FAÇON À PERMETTRE AUX JEUNES N'AYANT PAS LA SCOLARITÉ VOULUE DE RETOURNER AUX ÉTUDES TOUT EN EXERÇANT UN EMPLOI À TEMPS PARTIEL DANS DES DOMAINES PERTINENTS. DANS D'AUTRES CAS, LES JEUNES POURRONT ACQUÉRIR UNE EXPÉRIENCE DE TRAVAIL PRÉCISE TOUT EN TERMINANT LEURS ÉTUDES. J'ESPÈRE QUE CES NÉGOCIATIONS COMMENCERONT BIENTÔT. ELLES PERMETTRONT D'ADOPTER DES APPROCHES INNOVATRICES POUR RÉPONDRE AUX BESOINS DE NOS JEUNES.

AS I MENTIONED EARLIER, THE CAREER ACCESS PROGRAM DRAWS HEAVILY ON OUR EXPERIENCE WITH SUMMER CANADA. SUMMER INTERNSHIPS IN THIS PROGRAM HAVE BEEN IN PLACE FOR SEVERAL YEARS NOW. THIS SUMMER, THE INTERNSHIPS HAVE GIVEN MORE THAN 9,000 STUDENTS THE OPPORTUNITY TO TEST THEIR KNOWLEDGE IN A WORK SITUATION, TO DEVELOP USEFUL WORKING SKILLS, AND TO ACQUIRE THE KIND OF EXPERIENCE THAT WILL HELP THEM MAKE THE TRANSITION TO STABLE AND SATISFYING EMPLOYMENT. ALL TOGETHER, CLOSE TO 57,000 STUDENTS ARE PARTICIPATING IN THE SUMMER CANADA PROGRAM THROUGH BOTH ITS INTERNSHIP AND PROJECT COMPONENTS.

THE SECOND OF OUR NEW JOB CREATION PROGRAMS WHICH WILL BE OF PARTICULAR BENEFIT TO YOUNG PEOPLE IS THE JOB CORPS PROGRAM. THIS IS FOR PEOPLE WHO EXPERIENCE SERIOUS EMPLOYMENT DISADVANTAGES AND HAVE LITTLE HOPE OF JOINING THE LABOUR MARKET WITHOUT A LOT OF HELP. YOUTH JOB CORPS PROJECTS WERE INITIATED IN 1982 THROUGH THE CANADA COMMUNITY DEVELOPMENT PROJECTS PROGRAM. WITH THE CONSOLIDATION OF OUR JOB CREATION PROGRAMS, THIS IS BEING EXPANDED WITH A PRIORITY ON DEVELOPING NEW JOB CORPS PROJECTS FOR YOUNG PEOPLE.

COMME JE L'AI MENTIONNÉ PLUS TÔT, LE PROGRAMME ACCÈS-CARRIÈRE DÉCOULE EN GRANDE PARTIE DE L'EXPÉRIENCE ACQUISE AVEC ÉTÉ CANADA. LES STAGES D'ÉTÉ DE CE PROGRAMME EXISTENT DEPUIS PLUSIEURS ANNÉES. CET ÉTÉ, CES STAGES ONT PERMIS À PLUS DE 9,000 ÉTUDIANTS DE METTRE À L'ÉPREUVE LEURS CONNAISSANCES DANS LE CADRE D'UN EMPLOI ET D'ACQUÉRIR DES COMPÉTENCES UTILES DE MÊME QUE L'EXPÉRIENCE QUI LES AIDERA À FAIRE LA TRANSITION ENTRE L'ÉCOLE ET UN EMPLOI STABLE ET SATISFAISANT. DANS L'ENSEMBLE, PRÈS DE 57,000 ÉTUDIANTS ONT PARTICIPÉ AU PROGRAMME ÉTÉ CANADA, TANT DANS LE CADRE DE SA COMPOSANTE DE STAGES QUE DANS LE CADRE DE PROJETS.

PERMETTEZ-MOI MAINTENANT DE PARLER D'UN AUTRE DE NOS PROGRAMMES DE CRÉATION D'EMPLOIS QUI PROFITERA PARTICULIÈREMENT AUX JEUNES: LA COMPAGNIE DE TRAVAILLEURS CONÇUE POUR LES PERSONNES FORTEMENT DÉFAVORISÉES SUR LE PLAN DE L'EMPLOI ET QUI ONT PEU D'ESPOIR DE S'INTÉGRER AU MARCHÉ DU TRAVAIL SANS UNE AIDE CONSIDÉRABLE. LES PROJETS DE LA COMPAGNIE DE TRAVAILLEURS DESTINÉS AUX JEUNES ONT ÉTÉ AMORCÉS EN 1982 DANS LE CADRE DES PROJETS DE DÉVELOPPEMENT COMMUNAUTAIRE DU CANADA. AVEC LE FUSIONNEMENT, CE PROGRAMME A ÉTÉ ÉLARGI ET LA PRIORITÉ A ÉTÉ ACCORDÉE À L'ÉLABORATION DE NOUVEAUX PROJETS DESTINÉS AUX JEUNES.

JOB CORPS PROJECTS WILL PROVIDE TEMPORARY WORK OPPORTUNITIES FOR PARTICIPANTS. BUT THEY WILL DO MORE THAN THAT. PARTICIPANTS WILL BE HELPED TO ASSESS THEIR CAREER NEEDS, AND TO RECEIVE COUNSELLING, TRAINING AND OTHER VALUABLE SUPPORT SERVICES.

IN DEVELOPING THESE PROGRAMS, WE LOOKED FOR WAYS TO PROVIDE RELEVANT WORK EXPERIENCE IN A REALISTIC SETTING. I BELIEVE THESE PROGRAMS WILL SUCCEED IN ACCOMPLISHING THIS GOAL. BUT WE ARE NOT STOPPING THERE.

MY COMMISSION OPERATED A CO-OPERATIVE EDUCATION PROGRAM, IN CONJUNCTION WITH THE PROVINCES, IN THE LATTER PART OF THE 1970s. IT GAVE STUDENTS AN OPPORTUNITY TO COMBINE THEIR EDUCATION WITH RELEVANT WORK EXPERIENCE. THIS IDEA CONTINUES TODAY THROUGH INTERNSHIPS IN OUR SUMMER EMPLOYMENT PROGRAM FOR STUDENTS. PILOT PROJECTS COMBINING WORK AND CLASSROOM TRAINING WILL ALSO BE TESTED THROUGH THE CAREER ACCESS PROGRAM. WE HAVE OTHER IDEAS FOR EXPANDING THIS PRACTICAL, DOWN-TO-EARTH APPROACH, BUT I AM MORE INTERESTED IN GETTING YOUR THOUGHTS ON HOW WE CAN BE MORE RESPONSIVE TO THE NEEDS OF YOUNG PEOPLE.

LES PROJETS DE LA COMPAGNIE DE TRAVAILLEURS FOURNIRONT UN TRAVAIL TEMPORAIRE AUX PARTICIPANTS. MAIS IL Y A PLUS. ON AIDERA LES PARTICIPANTS À ÉVALUER LEURS BESOINS EN MATIÈRE D'EMPLOI ET, À CETTE FIN, ILS RECEVRONT DES SERVICES DE COUNSELLING, UNE FORMATION ET D'AUTRES FORMES DE SOUTIEN DONT ILS AURONT BESOIN.

LORSQUE NOUS AVONS ÉLABORÉ CES PROGRAMMES, NOUS AVONS TENTÉ DE TROUVER DES FAÇONS DE FOURNIR UNE EXPÉRIENCE PERTINENTE DANS UN CONTEXTE RÉALISTE. JE CROIS QUE CES PROGRAMMES RÉUSSIRONT À ATTEINDRE CET OBJECTIF, MAIS CE N'EST PAS TOUT.

DE CONCERT AVEC LES PROVINCES, LA COMMISSION A MIS EN OEUVRE UN PROGRAMME D'ALTERNANCE TRAVAIL-ÉTUDES TOUT EN PROFITANT D'UNE EXPÉRIENCE PERTINENTE. CETTE IDÉE EST ENCORE PRÉSENTE AUJOURD'HUI DANS LA COMPOSANTE DES STAGES DE NOTRE PROGRAMME D'EMPLOIS D'ÉTÉ POUR ÉTUDIANTS. DES PROJETS PILOTES COMBINANT LES COURS THÉORIQUES ET LA FORMATION PRATIQUE SERONT ÉGALEMENT MIS À L'ESSAI DANS LE CADRE DU PROGRAMME ACCÈS-CARRIÈRE. NOUS AVONS D'AUTRES IDÉES POUR ÉLARGIR CETTE FORMULE PRATIQUE, MAIS JE SUIS PLUS INTÉRESSÉ À CONNAÎTRE VOS SUGGESTIONS SUR LA FAÇON DONT NOUS POUVONS MIEUX RÉPONDRE AUX BESOINS DES JEUNES.

LAST WEEK, YOUNG MEN AND WOMEN LIVING IN QUEBEC GOT TOGETHER TO DISCUSS THEIR CONCERNS AT LE SOMMET DE LA JEUNESSE. I UNDERSTAND THAT DELEGATES TO THOSE MEETINGS ARE ALSO BRINGING THEIR IDEAS AND EXPERIENCES TO THIS CONFERENCE. I THINK THIS IS A HEALTHY SIGN. GOVERNMENTS HAVE NO MONOPOLY ON PROPOSING SOLUTIONS TO THE EMPLOYMENT PROBLEMS FACING YOUTH. YOU ALSO HAVE A ROLE TO PLAY. THIS FORUM PROVIDES A UNIQUE OPPORTUNITY TO OFFER CONSTRUCTIVE, PRACTICAL SUGGESTIONS ON WHAT IS NEEDED IN ORDER TO HELP YOUNG PEOPLE HELP THEMSELVES.

LET ME CONCLUDE BY SAYING THIS. I HAVE TALKED TODAY MAINLY ABOUT YOUNG PEOPLE AS IF THEY WERE AN EMPLOYMENT PROBLEM. WELL, THERE IS A CHALLENGE TO CREATING JOBS FOR YOUNG PEOPLE. BUT MUCH MORE IMPORTANTLY, YOUNG PEOPLE CONSTITUTE A MAJOR NATIONAL STRENGTH TO BE BUILT UPON IN ACHIEVING THE FULL POTENTIAL OF CANADA. THIS FORUM IS A START.

LA SEMAINE DERNIÈRE, DES JEUNES DU QUÉBEC SE SONT RÉUNIS POUR DISCUTER DE LEURS PRÉOCCUPATIONS LORS DU SOMMET DE LA JEUNESSE. JE CROIS SAVOIR QUE DES DÉLÉGUÉS DE CE SOMMET SONT PRÉSENTS POUR PARTAGER LEURS IDÉES ET LEUR EXPÉRIENCE. À MON AVIS, C'EST LÀ UN SIGNE ENCOURAGEANT. LES GOUVERNEMENTS N'ONT PAS LE MONOPOLE DES SOLUTIONS À APPORTER AUX PROBLÈMES D'EMPLOI DES JEUNES. VOUS AVEZ ÉGALEMENT VOTRE MOT À DIRE. CE COLLOQUE CONSTITUE UNE OCCASION UNIQUE DE PRÉSENTER DES SUGGESTIONS CONSTRUCTIVES ET PRATIQUES SUR LES MESURES À PRENDRE POUR AIDER LES JEUNES À S'AIDER EUX-MÊMES.

POUR TERMINER, JE DIRAI CECI. JE VIENS DE PARLER DU PROBLÈME QUE POSENT LES JEUNES DU POINT DE VUE DE L'EMPLOI. EH BIEN, LA CRÉATION D'EMPLOIS POUR LES JEUNES CONSTITUE UN DÉFI À RELEVER. MAIS CE QUI EST PLUS IMPORTANT, C'EST QUE LES JEUNES REPRÉSENTENT UNE FORCE AVEC LAQUELLE IL FAUT COMPTER POUR ACTUALISER TOUT LE POTENTIEL DE NOTRE NATION. CE COLLOQUE N'EST QU'UN DÉBUT.

EMPLOYING CANADIAN YOUNG PEOPLE IN THE SATISFYING JOBS WHICH WILL BE NEEDED TO MOVE THIS COUNTRY FORWARD DURING THE 1980s AND 1990s IS OF PRIME IMPORTANCE. I KNOW YOU ARE PARTICIPATING AT THIS CONFERENCE BECAUSE YOU CONSIDER THIS A TOP PRIORITY TOO. WE SHARE A CONCERN FOR THE FUTURE OF CANADA'S YOUNG PEOPLE. LET'S TRY TO SHARE IN THE SOLUTIONS.

IL EST DE TOUTE PREMIÈRE IMPORTANCE DE TROUVER POUR LES JEUNES CANADIENS DES EMPLOIS SATISFAISANTS NÉCESSAIRES AU PROGRÈS DE NOTRE PAYS DANS LES ANNÉES 1980 ET 1990. JE SAIS QUE VOUS PARTICIPIEZ À CETTE CONFÉRENCE PARCE QU'IL S'AGIT ÉGALEMENT D'UNE PRIORITÉ POUR VOUS. NOUS AVONS TOUS À COEUR L'AVENIR DES JEUNES DU CANADA. TENTONS DE TROUVER ENSEMBLE DES SOLUTIONS.



Minister
Employment and Immigration

Ministre
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SPEAKING NOTES

FOR

THE HONOURABLE LLOYD AXWORTHY

MINISTER OF EMPLOYMENT AND IMMIGRATION

BEFORE

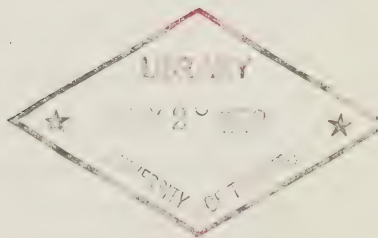
THE STANDING COMMITTEE

ON

LABOUR, MANPOWER AND IMMIGRATION

(IMMIGRATION MAIN ESTIMATES 1983-84)

Check Against Delivery



I am pleased to have the opportunity to address this Committee today on the 1983-1984 Main Estimates for Employment and Immigration. I am seeking \$4.6 billion and 25,378 person-years to cover all the Department and Commission programs. Today I will limit my remarks to Vote 20 which covers the immigration program, amounting to \$116.4 million and 2,214 person years.

Part of the responsibility of a government is to identify and study problems, to seek solutions, to propose policy initiatives, and to supplement the efforts of the private sector where the issues have grown too massive and too complex to be managed without help. In terms of the immigration program, 1982 was a year of discussion and new direction. Problems and issues were brought out for intense public debate, both by government representatives and those from the private sector. Suggestions and solutions emerged from a cooperative platform and the exchange of viewpoints.

I believe that this kind of joint problem-solving will continue to characterize the immigration program. As most Members already know, Canadians have a considerable impact in determining our immigration policy. Last November, I announced to Parliament our planned immigration levels for the next three years. This announcement was the result of extensive consultations with provincial and territorial governments, refugee and immigrant aid organizations, employer and union associations, community, church and ethnic groups, and business and labour organizations. Consultations for this Fall's announcement are already underway.

One of the most dynamic areas of the immigration program is settlement and integration -- the process which helps an immigrant forge links with the Canadian community. It is an adaptation which demands unique cooperative effort among individuals, private organizations, and federal and provincial governments. It is critical that they work together in a consistent and tenacious way to provide a network of support which allows refugees and newly-arrived immigrants the independence to begin their new lives here with confidence.

As Members know, my Commission and Secretary of State have undertaken a joint review of settlement and integration policies. In April, we published seven working papers outlining the framework of a new settlement policy, including a strengthened role for language training and a realignment of responsibilities between Secretary of State and Employment and Immigration.

These papers form a consultative package which we are now discussing with all provincial governments and with representatives from the voluntary sector. In addition to providing a model for re-designing the settlement program and delivery system, it is expected that a clear allocation of responsibilities between federal and provincial governments and non-governmental organizations will result from these consultations.

Language Training and Employment Assistance

Mr. Chairman, a key factor in the successful settlement and integration of a newly-arrived immigrant is language -- the ability of immigrants to communicate in their new environment.

The Commission provides full-time language training to recently-arrived immigrants and refugees who are planning to look for work. This training is offered under the National Training Act, in cooperation with the provinces. In the fiscal year 1981-1982, almost 11,000 persons received language training, of which over 90 per cent were newcomers to Canada. These courses last about 20 weeks and promote the economic integration of immigrants to Canadian society. I also announced recently that persons receiving Unemployment Insurance Benefits will be allowed to take full-time language training if the training is required to obtain employment. I am confident that this change will enable many unemployed persons to qualify for jobs that would otherwise be unavailable to them.

But what about those who are not destined for the labour market? One of the most telling findings of the CEIC/SOS review was the critical need for all immigrants and refugees to receive adequate language training. I recently announced a policy change to ensure that refugees sponsored by relatives and those sponsored by private groups have the same access to language training allowances as those who are government-assisted. This adjustment will not only ease the financial strain on sponsoring groups who previously carried all the support costs themselves, but should encourage greater numbers of newcomers to enroll in courses.

I also invited a number of private refugee-aid organizations to submit their ideas on how we could use the CEIC program known as NEED (New Employment Expansion and Development) to launch community-based language training projects.

Language training and employment assistance are closely linked in the resettlement process. Many refugees and immigrants find themselves in the middle of a zero sum game; they are under enormous pressure both to find work quickly and to learn one of our official languages. In some cases work cannot be found without a knowledge of

one of our languages. However, in other cases language training is often passed over in favour of a job and the prospect of a paycheque in hand. But without a working knowledge of one of our languages, these newcomers are often trapped in low-paying jobs with little opportunity for advancement.

I am currently seeking approval for an amendment to the direct wage subsidy program known as PED (Program for the Employment Disadvantaged). If the program change is approved, refugees and landed immigrants who have completed federally-sponsored language courses will be eligible for job placement assistance with a 50 per cent and 25 per cent subsidy to their employers for a period of up to 26 weeks. Until now, many of these immigrants and refugees lost their newly-acquired language skills soon after training if they didn't find jobs quickly. The faster we can get these people into the work force, the better it will be, not only in terms of their adjustment to life here but also for their employers. Without language skills, and the opportunity to maintain them, refugees and other immigrants soon find themselves in low-paying, no-advancement job ghettos.

There is tremendous potential in the field of resettlement for new ideas. Language training policy is at the forefront of an improved settlement strategy for Canada, and I expect to be making further changes in this area over the coming months.

In the area of guidance and job placement, I am also considering the establishment of separate immigrant employment counselling units in the Canada Employment Centres. Some of these units could be operated through the Immigrant Settlement and Adaptation Program, known more commonly as ISAP.

Adjustment Assistance

Naturally these proposals go beyond the settlement mechanisms already in place. Most of you are probably familiar with current settlement programs such as transportation loans, the Adjustment Assistance Program (AAP), and, of course, as I mentioned previously, ISAP. What some of you might not be aware of is that we have recently had to use Adjustment Assistance funds to deal with a new situation not anticipated when the program was established.

The Adjustment Assistance Program was designed to provide settlement aid for immigrants and government-sponsored refugees selected abroad who were unable to meet the costs of shelter, food, clothing, transportation and other basic needs.

In recent years this program has been put to much wider use. When immigrants encounter serious economic difficulties they usually turn to the federal government. Those persons admitted under special programs - Lebanese, Polish, Salvadoran, and Iranian refugees - have made increasing demands on this program. The economic downturn has made it more difficult for them to maintain themselves. In addition, the present economic conditions have increasingly taxed the ability of the provinces and the voluntary sector to provide services. Spending on income support and supplement programs has substantially diminished the capacity of the federal government, the provinces and the voluntary sector to provide certain assistance.

With no clear allocation of responsibility between federal and provincial governments and non-governmental organizations the Commission is often called upon to assist persons who appear eligible for provincial welfare benefits. Even the voluntary sector, which has traditionally provided help through fund-raising efforts, often takes on an advocacy role and tries to encourage one level of government or the other to expand its programs to provide the needed assistance.

Refugee Claimants

More often than not, the federal government becomes the provider of last resort and funds are provided even if the recipients do not meet the normal criteria for eligibility.

In this regard, Mr. Chairman, I would like now to turn to one of the more serious questions facing my Commission/Department -- the plight of refugee claimants, particularly those in Montreal. Unfortunately there are no simple solutions. We have not asked them to come but they are here and they have basic needs which many of them cannot meet from their own resources.

The sad fact is that in an increasingly unstable world more and more people are compelled to move for their own protection or because they see moving to another country as the only means of improving their lot in life. For the latter group, regular immigration is no longer available because of unemployment in industrialized countries. The refugee route is therefore the only one available.

It is not solely a Canadian problem. There are 140,000 asylees awaiting status in the United States. Germany received 115,000 new claims in 1981 alone. Our problem is nowhere near as grave, but it is becoming increasingly serious because Canada's doors are open while the doors of other countries are not.

Recent refugee claimant arrivals total over 350 a month, more than double the number being received this same time last year. There are some 7,000 cases currently under review or appeal, and the trendline is up. But I want to make it clear that our system is not an asylum system; it exists to protect refugees from being deported to the countries they fled from. There is a fine distinction between an asylum and a protection system.

The current process for refugee claimants has four levels of adjudication and review because we are dealing with the question of removal, in which human rights must be upheld. The process was not designed to accommodate such a volume of claimants. It can take as long as three years to exhaust all the levels of appeal in the system, even for those who have no legitimate claim to refugee status as defined in Canadian immigration law.

The human problem resulting from these delays is one of financial support, and the responsibility to support these people is laid squarely at my door. I accept that I have a number of responsibilities as the Minister of Employment and Immigration, but they are not so broad as to involve maintaining all of those who wish

to litigate against removal by whatever means available. In practice only 20 to 25 per cent of those who claim refugee status receive it, even under the most liberal application of the guidelines. I have a responsibility to these people. I have a responsibility to put their minds at rest as quickly as possible, to provide them with Canada's protection, and to assure their integration into Canadian society. Our ability to do this has been impaired by an overload in the system. As for the others, to whom due process is available in the best of Canadian tradition, Canadian justice would only be theoretical if they could not maintain themselves. But even these people can obtain work permits throughout the whole process and the various levels of review.

We have not been complacent in the face of a worsening situation; the pilot project on oral hearings which I will be discussing later has been started to identify genuine refugees more quickly.

In March of this year, I allocated \$100,000 in direct assistance to refugee aid groups in Montreal, Toronto and Vancouver who were supporting refugee claimants on very limited budgets, but this was simply an interim measure to alleviate a particularly difficult situation. Secondly, I have allocated \$5 million from the NEED (New Employment Expansion and Development) program to create projects which will provide jobs for refugee claimants. This will also assist recipients of AAP (Adjustment Assistance Program) funds. The response to this measure so far has been extremely positive. And finally, there is the ultimate safety net -- the provincial welfare plan, which is shared on a 50/50 basis with the federal government. Some provinces have been more forthcoming in providing this assistance than others, but I would encourage all provinces to show their support in this most difficult of situations. I don't believe that money is the

answer here; instead I favour changes to speed up the entire refugee status determination procedure. Monetary solutions can only be seen as palliative measures; the problem must be addressed at source.

I would now like to review some of these changes and proposals.

Refugee Determination

The Canadian procedures relating to the determination of refugee status have undergone great evolution in recent years. This evolution has had one goal in mind: the development of a humane, fair and workable system. I was pleased to have been able to recently announce the introduction of oral hearings for refugee claimants on an experimental basis. This is the first step towards a system of oral hearings, which as I have previously indicated, will improve the process and achieve a higher level of fairness.

As I indicated during the most recent Supplementary Estimates, delays in the refugee determination process not only place an undue burden on legitimate claimants but also act as an incentive to those who may wish to abuse the process. The changes which we are making will enable us to identify quickly those individuals whose sole motivation in making a refugee claim is to circumvent the immigration laws and regulations of Canada.

I will, of course, keep Members of Parliament informed of developments in this area. In particular, I will examine the results of the special study on oral hearings to determine if other administrative or legislative changes are necessary to improve the process.

Illegal Immigrants

In December, my Advisory Council published a report on Illegal Immigrants -- its release generated strong public interest. For this reason, I asked Mr. W.G. Robinson to act as my Special Advisor, to meet and consult with Members of Parliament, provincial and municipal governments, voluntary agencies, ethnic and community-based organizations and representatives from business and labour.

Mr. Robinson's Discussion Paper was released in February and the consultation period is now winding down. Until I receive his final report I am not in a position to comment in a substantive way. However, I would like to add that I have been impressed with the thoughtful and balanced comments received from the public on a subject which all members will agree is most sensitive and volatile.

Foreign Domestic Program

As most of you know, a new foreign domestics policy was announced in November 1981. Last fall, I commissioned the International Coalition to End Domesticity's Exploitation (Intercede) to study the program's implementation in Canada during its first year.

Intercede's report, which has recently been received, is supportive of our foreign domestic policy. However, the study has brought valuable information to my attention concerning a number of administrative anomalies in the program's implementation, and steps are being taken by my officials to clear these up. I hope to be releasing the Intercede report in the very near future.

Entrepreneurial Immigration

My Commission actively recruits and selects business immigrants who possess money and the "know-how" to stimulate Canada's economic development. The provinces also play an important role in encouraging entrepreneurs to settle in Canada by providing them with information on business matters in the Canadian context, and by assessing the financial viability of their business proposals.

Together, we have made good progress in attracting entrepreneurial immigrants. In 1981, for example, 1,893 entrepreneurs and self-employed people immigrated to Canada, bringing with them about \$441 million and creating at least 3,123 jobs. Last year, these numbers increased to approximately 2,038 immigrants, bringing about \$646 million, and creating around 4,800 Canadian jobs.

I am convinced that Canada could derive even greater benefits from entrepreneurial immigration. For this reason, new procedures were implemented in January of this year to make the application process for entrepreneurs faster and easier. Last November I initiated a review of the entrepreneurial program to stimulate a greater

number of high-calibre business immigrants, and in April a discussion paper entitled "Canada: For Business" was released for consultation with the provinces and with private sector organizations like the Canadian Manufacturers' Association and the Business Council on National Issues. This paper proposes a new, dynamic approach to entrepreneurial immigration and I expect to be in a position to announce a major entrepreneurial policy change in June along the lines indicated in the discussion paper.

I have also initiated a training program for visa officers who will encourage investors abroad. These "business development officers" will be responding to the needs of foreign business professionals who plan to invest in Canada - as well as promoting this country as an ideal site for development.

This special cadre of officers will be able to essentially admit those high-calibre businesspersons who wish to settle in Canada, whether or not they have a firm business proposal in mind. They will also be encouraged to make more liberal use of temporary work permits for potential entrepreneurs whose applications are still being considered.

Refugee Program and Special Measures

Global unrest and volatile politics are the hallmarks of our modern age. Each year we respond through our Annual Plan for Refugees but it is also necessary to initiate a number of special measures to deal with the kinds of world crises that cannot be predicted, but which any humanitarian immigration policy must respond to.

A great many measures have been introduced to assist Polish visitors, before, during and after martial law in Poland. Since October 1981, when the first of these measures were announced, nearly 12,000 Poles have been assisted. More than 1,700 have joined their relatives in Canada; over 2,800 have applied to stay in Canada, having arrived initially on a temporary basis. In 1982 more than 9,000 Polish immigrants were landed in Canada, including 7,000 refugees who were selected from outside Canada. As well, 3,000 visitors were admitted directly from Poland. Among those admitted to Canada were about 150 persons, including former detainees who belonged to Solidarity -- brought here under a new special regulation for political prisoners. Poland now ranks third as a major immigrant source country for Canada.

Special measures have also been introduced to allow Lebanese visitors to apply for permanent residence in Canada. Under a special family reunification program for Lebanese applying abroad, humanitarian considerations are taken into account when assessing their resettlement prospects.

I have also announced that Iranian visitors and Minister's permit holders in Canada can now apply for permanent residence without leaving the country. About half of the 2,000 Iranians expected to benefit from these measures are students whose funding has been cancelled by the Iranian government.

South & Central America

Last year I doubled the 1983 refugee quota for South and Central America to 2,000. I expect that most of the refugees who will benefit from the increase will be those from El Salvador.

I recently visited El Salvador, Costa Rica, Honduras, Guatemala and Mexico, and I spoke with those people who are responsible for assisting refugees. I also met with political leaders and members of the Church. The appalling conditions I saw there -- hundreds of refugees who had nowhere to turn -- demanded action.

I have asked my staff to study the feasibility of a plan to assist displaced minors in El Salvador who have had their lives disrupted by the conditions in their country. My officials are to discuss this proposal with Salvadoran officials during the first week of May and it is hoped that we may be able to assist a small number of children by bringing them to Canada for education and training. Such a plan would need a great deal of cooperation from families, community groups, and provincial authorities. Through this program we could offer assistance during an unsettling period in these children's lives but also allow them to maintain their roots and culture and return to their country when peace returns.

My officials visiting El Salvador this month will also be exploring the possibility of a program for political prisoners in El Salvador who may be released in the future under a general amnesty. These two potential programs could round out the immigration measures already in place to assist Salvadorans.

Of course, relaxed selection criteria for Salvadorans with relatives in Canada are still in effect. Since March 15, 1981, our office in Mexico has visaed 500 Salvadorans as Convention refugees and 300 under relaxed criteria. Several hundred more are in progress.

Salvadoran visitors with close relatives in Canada can apply for permanent resident status within Canada, or obtain extended visitor status on Ministerial permit; in the latter case their status will be reconsidered after one year in light of the situation in El Salvador at that time. Some 600 Salvadorans in Canada have applied in this way.

To facilitate processing, particularly for those applicants who wish to sponsor family members in El Salvador, an immigration team will now make regular trips to El Salvador.

Also, we are continuing to accept Salvadoran refugees from the United States who are in danger of being returned to their own country, and at present we are the only major resettlement country accepting refugees from El Salvador.

In 1982, the Annual Plan for Refugees was 94 per cent filled. Through the refugee program, private sponsorship, the in-Canada refugee determination process, and other humanitarian programs, over 21,000 displaced people were resettled in Canada.

In conclusion, may I thank the members of the Committee for taking the time to consider the Main Estimates for 1983-1984, and for this opportunity to outline the Commission's past and present activities under the immigration program.

I will now be happy to discuss any questions you may have.

SPECIAL POLISH MEASURES

QUESTIONS TO LLOYD AXWORTHY, MINISTER OF EMPLOYMENT AND IMMIGRATION

77

Mr. Minister, you promised to report to this house the results of your consultations with the Polish Congress and other community groups regarding additional measures to respond to the increasingly serious situation affecting the Polish people. Is the Minister prepared to make a statement on this important issue?

Madame Speaker, I have been monitoring the situation in Poland closely for some time and members of the House are well aware of measures we have already taken. In Canada there is a growing number of Poles who have come here temporarily, many of whom do not wish to return. There are at present at least 1,500 such visitors in Canada, while the total number of visitors from Poland in 1981 is showing a twenty five per cent increase over 1980. This trend has become very visible through incidents such as the well-publicized 57 ship deserters who left the Polish cruise ship in Montreal in late September. Although this incident became a public issue, there have been a growing number of ship jumpers in both Vancouver and other eastern ports.

This mounting pressure of visitors wishing to remain in Canada must be assessed alongside the situation facing the Visa Office in Warsaw where a large volume of tourist visas has been building up in the season when tourists normally choose to stay at home. In the month of September, more than 1,030 visitor visas were processed in Warsaw in comparison to half that number in both 1979 and 1980.

Given this situation, it must now be a priority to introduce special measures both in Canada and in Poland which will facilitate the reunion of those families in Poland who have close relatives in Canada, and to assist those families whose close relatives have already chosen to join them in Canada, but who came as visitors.

Canada has, traditionally, taken special measures when difficulties have created a concern on the part of Canadians regarding the well being of family members directly affected by those situations. These special measures for Polish nationals will parallel those taken in similar circumstances in the past.

The special measures I am introducing focus on the following three procedures:

- Canadian citizens and permanent residents will be encouraged to sponsor the immigration of relatives in Poland rather than having them come here as visitors or go to third countries. The Embassy in Warsaw will counsel applicants with relatives in Canada to apply as family class applicants (nuclear family members), or as assisted relatives, which includes married children, brothers, sisters, aunts, uncles, nieces and nephews.
- Polish visitors now in Canada and with relatives who are able and willing to assist them, may apply to be landed as permanent residents without having to leave Canada, as is normally required.

- Polish visitors now in Canada who do not have relatives here qualified to assist them will be granted permission to work in Canada for a period of twelve months, pending a review of the situation in Poland.

Those persons now being processed in Poland for visitor visas will be able to benefit from these measures by seeking access to the special program once they have arrived in Canada. In all of those cases officers will be encouraged to exercise broad discretion in applying selection norms.

These measures are part of a framework of interlocking components. As members know, a special team was sent to Vienna in September. They have completed their work and selected 1500 persons from the camps in Austria all of whom will have arrived in Canada by early December. The Embassy in Vienna is still accepting new applications to the limit of its capacity, to top up this year's program and to anticipate the program for 1982. I will be announcing the latter program as it affects all world areas next week.

Finally, to complement what the government has been doing for Poles in Poland, in Europe and in Canada, the general public can come forward and sponsor Polish self-exiles through group sponsorship arrangements such as those used for the victims of events in Indochina.

Community efforts to date have been invaluable to the overall task of resettling new arrivals or looking after the welfare of those here temporarily. Sponsorship of self-exiles in the camp can add another dimension to this humanitarian task.



Minister
Employment and Immigration

Ministre
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NOTES FOR AN ADDRESS

BY

THE HONOURABLE FLOPA MACDONALD

MINISTER OF EMPLOYMENT AND IMMIGRATION

TO

NATIONAL LABOUR/BUSINESS MEETING

WITH CFIC

OTTAWA, ONTARIO

NOVEMBER 21, 1984



I WELCOME THIS OPPORTUNITY TO SPEAK TO YOU TODAY,
BUT I MUST CONFESS I WOULD RATHER NOT BE HERE -- ON
THE PODIUM, THAT IS. I WOULD PREFER THIS TO BE A
DIALOGUE RATHER THAN MY MONOLOGUE. I WOULD RATHER
BE LISTENING TO YOUR VIEWS THAN EXPOUNDING MINE.

HOWEVER, I SEE THIS AS JUST ONE OF SEVERAL
OCCASIONS WHEN I WILL BE WITH MANY OF YOU.
BECAUSE, AS YOU HAVE ALREADY HEARD, I AM EMBARKING
ON A SERIES OF CONSULTATIONS DURING DECEMBER AND
JANUARY WITH GROUPS AND INDIVIDUALS REPRESENTING
THE MAJOR SEGMENTS OF OUR SOCIETY.

A RECENT NEWSPAPER HEADLINE SAID: "CONSULTATION BECOMES THE BYWORD IN OTTAWA". YOU BET IT HAS. RIGHT FROM THE SPEECH FROM THE THRONE THE GOVERNMENT HAS BEEN SAYING: YES, WE WANT TO CONSULT WITH YOU AS CANADIANS. TELL US WHAT YOU THINK. GIVE US YOUR SUGGESTIONS. WE WANT TO LISTEN.

WE'RE SEARCHING FOR SOLUTIONS TO OUR COUNTRY'S PROBLEMS. REAL SOLUTIONS BASED ON FACTS AND SOUND KNOWLEDGE.

IN SETTING ASIDE TWO DAYS TO MEET WITH MY
OFFICIALS, YOU -- AS REPRESENTATIVES OF SO MANY
INFLUENTIAL LABOUR AND BUSINESS ORGANIZATIONS --
HAVE EMBARKED ON AN EFFORT TO IMPROVE OUR PROGRAMS
AND TO HELP US PREPARE FOR THE CHALLENGES AHEAD. I
COMMEND YOU AND URGE YOU TO CONTINUE THE DIALOGUE,

THE PRIME MINISTER, IN LEADING OFF THE DEBATE ON THE SPEECH FROM THE THRONE, EMPHASIZED ONCE AGAIN OUR COMMITMENT TO BRINGING ALL CANADIANS TOGETHER IN A NEW ERA OF RECONCILIATION. THERE IS TO BE A NEW SPIRIT OF RENEWAL. THERE WILL BE A NEW APPROACH BASED ON CONSENSUS. THE STYLE WILL BE ONE OF CONSULTATION AND CO-OPERATION. WE SEEK AN END TO THE KIND OF CONFRONTATION THAT WAS NOTHING SHORT OF COUNTER-PRODUCTIVE.

AT THE VERY CORE OF THE RENEWAL PROCESS WILL BE A SERIES OF INTENSE CONSULTATIONS WITH THE PROVINCES OVER THE COMING MONTHS. THE PRIME MINISTER HAS INDICATED HIS INTENTION TO MEET WITH THE PREMIERS FOUR MORE TIMES IN THE NEXT SIX MONTHS.

INDIVIDUAL CABINET MINISTERS, MEANWHILE, WILL BE CONSULTING WITH THE VARIOUS PUBLICS SERVED BY THEIR PORTFOLIOS.

OVER THE COMING MONTHS I WILL MEET WITH PROVINCIAL MINISTERS, BUSINESS AND LABOUR LEADERS AND WITH GROUPS FROM THE COMMUNITY. THE CHALLENGE IS SHARED. SO MUST BE THE SOLUTION.

AS A MINISTER OF THE CROWN, I AM ACUTELY AWARE OF THE CHALLENGES FACING THIS NATION. AS MINISTER OF EMPLOYMENT AND IMMIGRATION, I FEEL FORTUNATE TO BE IN A POSITION TO HELP MEET THEM.

I REFUSE TO ACCEPT -- AS MY ULTIMATE OBJECTIVE -- ANYTHING LESS THAN A SOCIETY THAT OFFERS REAL PROMISE, REAL OPPORTUNITIES, REAL JOBS FOR CANADIANS.

THE CHALLENGE MUST BE MET BY A CONCERTED EFFORT
FROM ALL OF US. WE MUST ACT NOW.

TECHNOLOGICAL CHANGE IS PROPELLING US TOWARDS NEW
FRONTIERS.

WE MUST GRASP CONTROL OF THAT NEW TECHNOLOGY AND
MAKE IT WORK FOR THE COMMON GOOD. TECHNOLOGICAL
CHANGE CAN AND MUST BE MANAGED CHANGE.

WE MUST STRIVE FOR ENHANCED PRODUCTIVITY AND
ENHANCED EMPLOYMENT OPPORTUNITIES, WE MUST BE
FLEXIBLE IN THE FACE OF JOB OBSOLESCENCE AND LOOK
FOR THE NEW JOBS IN EVERY SITUATION.

WE MUST ENSURE EQUALITY OF OPPORTUNITY FOR ALL --
NO ONE MUST BE ALLOWED TO FALL BY THE WAYSIDE.

ABOVE ALL, IT IS MY PERSONAL COMMITMENT TO BRING ALL MY ENERGIES TO BEAR ON CONSENSUS: A SHARED SENSE OF RESPONSIBILITY BY ALL THE MAJOR PLAYERS -- BUSINESS, LABOUR AND GOVERNMENT.

WHERE -- I ASK YOU -- WHERE WILL WE BE IN THE FUTURE IF WE REFUSE TO WORK TOGETHER NOW? ECONOMIC STAGNATION AND THE HUMAN WASTE OF UNEMPLOYMENT ARE NOT ON MY AGENDA FOR TOMORROW.

THE PACE OF CHANGE BROUGHT ON BY THE NEW
TECHNOLOGIES IS PRESENTING CHALLENGES FOR BUSINESS,
LABOUR AND GOVERNMENT,

WE ARE LAUNCHED ON A VOYAGE FROM THE INDUSTRIAL AGE
TO THE INFORMATION AGE. IT IS A VOYAGE TOWARDS NEW
FRONTIERS.

IN ADAPTING TO TECHNOLOGICAL CHANGE, BUSINESS IS
FACED WITH THE CHALLENGE OF KEEPING PACE, OF
KEEPING UP, OF TAKING THE LEAD IN A HIGHLY
COMPETITIVE INTERNATIONAL ECONOMY WHERE THE
MICRO-CHIP HAS NO NATIONAL ALLEGIANCE,

TO MANAGE THE NEW TECHNOLOGY, INDUSTRY MUST DEPLOY THE HIGHEST SKILLS AVAILABLE. A FLEXIBLE, SKILLED WORKFORCE IS ESSENTIAL IF WE ARE TO BE COMPETITIVE IN THE WORLD ECONOMY OF TOMORROW.

ONLY WITH A SKILLED LABOUR FORCE, CAN EMPLOYERS EXPLOIT THE OPPORTUNITIES OFFERED BY THE NEW TECHNOLOGY. TRAINING AND RETRAINING BECOME ONE OF THE ESSENTIAL STRATEGIES FOR BUSINESS SURVIVAL AND SUCCESS.

THE CHALLENGES FOR LABOUR ARE EQUALLY GREAT.

THE TRADE UNION MOVEMENT IN CANADA HAS A LONG RECORD AS A FORCE FOR PROGRESS IN THE WORKPLACE. TODAY WORKERS MUST COPE WITH NEW CHALLENGES. THE CHANGING NATURE OF WORK, JOB OBSOLESCENCE, THE RISE OF NEW INDUSTRIES, ROBOTICS, AND THE VERY SURVIVAL OF TRADITIONAL INDUSTRIES.

LABOUR CAN HELP US UNDERSTAND THE IMPLICATIONS OF TECHNOLOGICAL CHANGE. BY PARTICIPATING FULLY IN THE MANAGEMENT OF CHANGE, YOU CAN HELP TO ENSURE THE BENEFITS OF CHANGE ARE SHARED EQUITABLY. YOU HAVE A UNIQUE AND CRITICAL PERSPECTIVE. YOU MUST BE A MAJOR PLAYER IN MEETING THE CHALLENGES OF THE FUTURE.

LABOUR, I BELIEVE, CAN BRING TO THE TABLE THE EXPERIENCE AND INSIGHTS NEEDED FOR THE TRAINING AND RETRAINING PROGRAMS OF TOMORROW. I AM COUNTING ON YOUR ADVICE.

THIS GOVERNMENT FOR ITS PART IS PREPARED TO ACT AS
GUIDE, MEDIATOR AND CATALYST.

THE CONSULTATIONS I AM EMBARKING ON THIS WINTER
WILL LAY THE GROUNDWORK FOR A NEW ERA OF MUTUAL
TRUST AND CO-OPERATION.

DURING MY CONSULTATIONS, I SHALL HAVE FIVE
OBJECTIVES CLEARLY BEFORE ME.

FIRST, TO REMOVE OBSTACLES TO EMPLOYMENT GROWTH AND TO PROMOTE MOBILITY IN A GROWING LABOUR MARKET.

SECOND, TO DEVELOP APPROACHES TO TRAINING WHICH ARE CAPABLE OF PROVIDING THE SKILLS AND FLEXIBILITY REQUIRED IN THE YEARS AHEAD. IT IS ESPECIALLY CRITICAL THAT WE APPLY THIS PHILOSOPHY TO SMALL BUSINESS, THE POWERHOUSE OF TODAY'S EMPLOYMENT GROWTH.

THIRD, TO SIMPLIFY FEDERAL PROGRAMS AND, WHEREVER POSSIBLE, TO HARMONIZE THEM WITH THE EFFORTS OF THE PROVINCES.

FOURTH, TO ENSURE EQUITABLE ACCESS TO TRAINING AND EMPLOYMENT OPPORTUNITIES FOR ALL CANADIANS.

FIFTH, TO REACH CONSENSUS ON A FAIR SHARING OF RESPONSIBILITIES BETWEEN THE FEDERAL GOVERNMENT, THE PROVINCES, AND OUR OTHER ECONOMIC AND SOCIAL PARTNERS.

THESE CONSULTATIONS ARE CRITICAL TO OUR DEVELOPMENT OF A WORKABLE, CO-OPERATIVE, TRAINING AND EMPLOYMENT DEVELOPMENT STRATEGY,

TO HELP FOCUS OUR EFFORTS, I WILL SOON BE ISSUING A DISCUSSION PAPER ON TRAINING,

EVEN AS WE CONSULT, WE WILL ALSO ACT WHEN OBVIOUS NEED CONFRONTS US. THE \$430 MILLION I HAVE ALREADY ALLOCATED FOR CANADA WORKS THIS WINTER IS AN EXAMPLE OF SUCH ACTION. THE \$1 BILLION WE HAVE SET ASIDE FOR EMPLOYMENT AND HUMAN RESOURCE DEVELOPMENT SIGNALS OUR DETERMINATION TO MEET OUR COMMITMENTS. JOBS ARE AN URGENT PRIORITY OF THIS GOVERNMENT.

OUR AGENDA FOR FUTURE ACTION, THEREFORE, IS CLEAR, OPEN AND ON THE TABLE. WE ARE GOING TO THE PEOPLE, SETTING OUT OUR OPTIONS. IN RETURN, WE ARE ASKING FOR THOUGHTFUL RESPONSES AND, YES, DEBATE.

THE CONSULTATIONS ON TRAINING WILL CONTINUE TO INVOLVE MANY OF YOU IN THIS ROOM. SO MANY OF YOU IN LABOUR, BUSINESS AND THE PUBLIC SERVICE ARE INVOLVED DAILY IN VARIOUS ASPECTS OF HUMAN RESOURCE DEVELOPMENT. YOU ARE AWARE OF THE CURRENT SHORTCOMINGS. YOU KNOW WHAT IS WORKING AND WHAT IS NOT.

IN SEARCHING FOR SOLUTIONS WE CANNOT REMAIN CAPTIVES OF THE PAST OR PRESENT. WE MUST EXPLORE NEW AVENUES, AND IN THE END ARRIVE AT REAL SOLUTIONS.

WE CANNOT AFFORD TO REPEAT PAST ERRORS. TO ACHIEVE OUR GOALS WE NEED THE SUPPORT, ADVICE AND CO-OPERATION OF ALL CANADIANS.

THE GOALS WE ARE STRIVING FOR ARE BASIC. WE MUST ENSURE A SKILLED LABOUR FORCE THAT CAN MEET THE NEEDS OF THE FUTURE. WE MUST STIMULATE ECONOMIC GROWTH, A DYNAMIC FORCE FOR THE CREATION OF NEW JOBS AND OPPORTUNITIES. AND WE MUST ALSO ENSURE EQUALITY OF OPPORTUNITY, EQUALITY IN COMPETITION, AND EQUALITY OF ACCESS TO JOBS. THIS IS WHAT THE GOVERNMENT MEANS BY FAIR CHANGE, A FAIR DEAL FOR ALL CANADIANS.

WHILE ALL CANADIANS ARE FACED WITH A MASSIVE ADJUSTMENT TO COPE WITH THE FUTURE, TODAY I WOULD LIKE TO MENTION THREE GROUPS IN PARTICULAR -- YOUTH, WORKERS IN MID-CAREER, AND WOMEN.

YOUTH UNEMPLOYMENT IS A CONTINUING TRAGEDY. MANY YOUNG CANADIANS STILL LACK TRAINING AND PRACTICAL EXPERIENCE. THEY ARE HAVING TROUBLE GETTING THAT FIRST JOB. THEY NEED TO PROVE THEIR WORTH AND COMPETENCE. THEY NEED TO GET ON WITH THEIR LIVES.

DEALING WITH YOUTH UNEMPLOYMENT REQUIRES MORE THAN THE RANDOM SPENDING OF DOLLARS. WHAT HAPPENS WHEN OUR YOUNG PEOPLE LEAVE SCHOOL? HOW CAN WE HELP THEM MAKE THE TRANSITION FROM SCHOOL TO WORK? WHAT ABOUT THOSE WHO DO NOT GO ON TO POST-SECONDARY EDUCATION?

WE ARE CONSIDERING A NUMBER OF OPTIONS. THESE INCLUDE A NEW EMPHASIS ON CO-OPERATIVE EDUCATION. EMPLOYER-BASED TRAINING IS ANOTHER CONCEPT THAT MERITS STUDY AND CONSIDERATION. THROUGH OUR DISCUSSIONS WE WILL FIND THE ANSWERS TO THIS CRITICAL WASTE OF TALENT AND POTENTIAL.

CO-OPERATIVE ON-THE-JOB INSTRUCTION, WITH THE ACTIVE PARTICIPATION AND SUPPORT OF BUSINESS, LABOUR AND THE PROVINCES, MAY ANSWER THE NEEDS OF YOUNG CANADIANS. TO EXPLORE THE ROLE OF THE PRIVATE SECTOR FURTHER, WE HAVE DECIDED TO PROCEED WITH THE YOUTH TRAINING OPTION AS A PILOT PROJECT FOR THREE TO FOUR THOUSAND YOUNG PEOPLE. THIS PROGRAM IS A USEFUL PROTO-TYPE. YET, I AM CONVINCED THAT THE PROVINCES MUST BE INVOLVED IF WE ARE TO MEET WITH REAL SUCCESS. ONE OF THE CRITICAL OBJECTIVES OF MY CONSULTATIONS WILL BE TO ESTABLISH A NEW ALLIANCE FOR YOUTH TRAINING -- INVOLVING ALL OUR PARTNERS.

AS YOU KNOW, WE ARE REDUCING THE FUNDING LEVEL FOR THE OLD GENERAL INDUSTRIAL TRAINING PROGRAM IN 1985-86.

THAT, HOWEVER, IS NOT A SIGNAL THAT WE BELIEVE THAT LESS TRAINING NEEDS TO BE DONE. IT IS A SIGNAL THAT WE SEE A NEED TO WORK OUT A NEW AND BETTER SET OF ARRANGEMENTS FOR TRAINING. ARRANGEMENTS THAT WILL GIVE BUSINESS AND LABOUR A BIGGER SAY IN WHAT IS DONE. AND MORE RESPONSIBILITY.

LET US SEARCH FOR INNOVATION. LET US FIND THE MEANS TO PERMIT BUSINESS AND LABOUR TO JOINTLY ASSURE A LEADING ROLE IN THE TRAINING AND RETRAINING OF CANADA'S WORKFORCE.

MANY WORKING CANADIANS NOW FIND THEY NEED NEW SKILLS IN MID-CAREER. MANY ARE STILL TRAVELLING ALONG THE OLD ROAD -- SCHOOL, ONE CAREER, AND THEN RETIREMENT. THEY HAVE CRASHED HEADLONG INTO THE FUTURE WORLD OF WORK. HOW CAN WE EQUIP THESE PEOPLE FOR NEW EMPLOYMENT OPPORTUNITIES? HOW CAN WE KEEP OUR WORKFORCE SKILLED, CURRENT, EMPLOYED AND EMPLOYABLE?

THERE ARE SEVERAL AVENUES OPEN TO US. OPTIONS, IF YOU WILL, FOR POLICIES IN THE NEAR FUTURE.

SHOULD ALL FIRMS CONTRIBUTE TO A TRAINING FUND THAT WOULD GO TO THOSE FIRMS PROVIDING TRAINING?

OR WOULD IT BE PREFERABLE TO PROVIDE GREATER TAX SUPPORT TO FIRMS THAT DO UNDERTAKE TRAINING? IN SHORT, TAX CREDITS.

HAS THE TIME COME TO TREAT SKILL DEVELOPMENT LEAVE AS A RIGHT, SIMILAR TO VACATION LEAVE? WOULD THIS INVOLVE A LENGTHY PROCESS OF CHANGE IN THE LABOUR CODES?

SHOULD WE INTRODUCE AN EDUCATIONAL SAVINGS PLAN? A TAX INCENTIVE ALONG THE LINES OF AN RRSP, THAT COULD BE USED TO ENCOURAGE INDIVIDUALS TO SAVE FOR TRAINING SOMETIME IN THEIR FUTURE?

WHAT IS THE ROLE OF COLLECTIVE BARGAINING IN
DEVELOPING INNOVATIVE TRAINING - TRAINING THAT WILL
BENEFIT BOTH EMPLOYER AND EMPLOYEE?

THESE ARE THE KINDS OF QUESTIONS I WILL BE
EXPLORING DURING THE COMING MONTHS.

I AM LOOKING TO YOU IN BUSINESS AND LABOUR FOR
REACTIONS TO THESE QUESTIONS, AND ANSWERS. I
WELCOME YOUR INPUT. TOGETHER, THROUGH
CONSULTATION, WE MUST DEVELOP AN EFFECTIVE STRATEGY
TO CARRY US THROUGH NOT ONLY THIS DECADE, BUT INTO
THE NEXT CENTURY,

IN ANY DISCUSSION OF OPPORTUNITIES, THERE MUST BE AN EMPHASIS ON WHAT THE FUTURE MEANS TO WOMEN. THE REALITY OF WORKING WOMEN IN THIS COUNTRY STILL LAGS BEHIND THE ACCEPTED PRINCIPLES OF SOCIAL AND ECONOMIC EQUALITY. THE NATIONAL COMMITMENT TO EQUAL PAY FOR WORK OF EQUAL VALUE, ANNOUNCED IN THE SPEECH FROM THE THRONE, MUST BE REFLECTED IN A NEW EMPLOYMENT STRATEGY.

AS WE MOVE SWIFTLY FROM THE INDUSTRIAL AGE INTO A NEW TECHNOLOGICAL SOCIETY, WE ALL FACE THE PROSPECT OF CHANGE. SOME FEAR THE FUTURE, OTHERS SEE OPPORTUNITIES.

THE OPPORTUNITY, FOR INSTANCE, TO BUILD A SOCIETY -
WHERE THE DISTINCTIONS BETWEEN MEN AND WOMEN AS
FIRST AND SECOND CLASS CITIZENS CAN ONCE AND FOR
ALL BE LAID TO REST,

AS A POLITICIAN AND AS A WOMAN, I HAVE SPOKEN OFTEN
OVER THE PAST SEVERAL YEARS OF WHAT I BELIEVE
TECHNOLOGY CAN DO TO MAKE ECONOMIC EQUALITY FOR
WOMEN A REALITY. I HAVE READ THE REPORTS
SUGGESTING THAT TECHNOLOGICAL CHANGE IN THE OFFICE;
IN THE STORE; AND ON THE ASSEMBLY LINE THREATENS A
MILLION OR MORE JOBS NOW PERFORMED BY WOMEN. I DO
NOT DISPUTE THE RESEARCH OR THE DANGER.

BUT THE ADVENT OF THE INFORMATION AGE ALSO POSES OPPORTUNITIES FOR WOMEN THEY HAVE NEVER HAD BEFORE, BECAUSE HIGH TECHNOLOGY IS ITSELF COMPLETELY AND UTTERLY WITHOUT BUILT-IN BIAS.

IT DOES NOT MATTER WHAT SIZE YOU ARE; WHAT COLOUR; WHAT RELIGION; WHAT SEX YOU ARE. IF YOU HAVE THE MENTAL SKILLS TO HANDLE THE EQUIPMENT YOU CAN DO THE JOB. AND THAT JOB CAN BE IN THE OFFICE OR THE FACTORY, OR IN A STEEL MILL OR IN A MINE.

IN THE TWO PREVIOUS ECONOMIC AGES CIVILIZATION HAS PASSED THROUGH, THE AGRICULTURAL AND THE INDUSTRIAL, THERE WERE ALWAYS, APART FROM EVERYTHING ELSE, PHYSICAL BARRIERS STANDING IN THE WAY.

BUT THE TECHNOLOGICAL AGE IS DIFFERENT.

TODAY AND TOMORROW THERE WILL BE NO JOB USING TECHNOLOGY THAT WOMEN WILL NOT BE ABLE TO DO WITH THE RIGHT TRAINING AND SKILLS.

THIS GOVERNMENT IS SIGNALLING THE NEED FOR CHANGE.
WE WANT THE CHANGE TO SPRING FROM CONSENSUS, FROM
CO-OPERATION, NOT FROM CONFRONTATION.

AS I SAID AT THE OUTSET, WE ARE SEEKING A SPIRIT OF
RENEWAL. WE ARE ANXIOUS TO GET EVERYONE PULLING
TOGETHER. IT IS THE ONLY WAY WE ARE GOING TO TAKE
OUR PLACE IN THE HIGHLY COMPETITIVE WORLD OF
TOMORROW.

THIS IS AN EXCITING MOMENT IN OUR HISTORY. THE
CHALLENGES BEFORE US ARE MANY. WE ARE CALLED UPON
TO RESPOND.

LET US NOT FAIL TO ACT AS WE KNOW WE MUST.

LET US STAND TALL. CONFIDENT. FACING THE FORCES
OF CHANGE. MANAGING THE FORCES OF CHANGE. NOT
ALONE. BUT TOGETHER.



Minister
Employment and Immigration

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NOTES FOR AN ADDRESS

HONOURABLE FLORA MacDONALD, P.C., M.P.

MINISTER OF EMPLOYMENT AND IMMIGRATION

STANDING COMMITTEE ON

LABOUR, MANPOWER AND IMMIGRATION

TUESDAY, NOVEMBER 27, 1984



MR. CHAIRMAN:

I WELCOME THIS OPPORTUNITY TO MEET WITH THE HONOURABLE MEMBERS OF THIS COMMITTEE AND TO OFFER MY CONGRATULATIONS TO THE NEW CHAIRMAN AND VICE-CHAIRMAN, I LOOK FORWARD TO MEETING WITH THE MEMBERS OF THE COMMITTEE ON NUMEROUS OCCASIONS AND TO WORKING WITH YOU IN A CO-OPERATIVE WAY TO CONFRONT THE ENORMOUS CHALLENGES THAT FACE US IN HUMAN RESOURCES DEVELOPMENT AND JOB CREATION.

THE SUPPLEMENTARY ESTIMATES BEFORE US INCLUDE ITEMS APPROVED BY THE FORMER GOVERNMENT AS WELL AS BY THE CURRENT GOVERNMENT, I SHALL DO MY BEST TO ANSWER QUESTIONS ARISING FROM THESE ALLOCATIONS OF FUNDS ALTHOUGH OF COURSE I WAS NOT A PARTY TO SOME OF THE DECISIONS WHICH WERE TAKEN EARLIER THIS YEAR.

BUT I WOULD ALSO LIKE TO TAKE A FEW MINUTES TO DEAL WITH THE WORK PLAN THAT LIES AHEAD OF US.

I HAVE STRESSED IN MY PUBLIC REMARKS OVER THE PAST FEW WEEKS THAT I BELIEVE IN CO-OPERATION, NOT CONFRONTATION. I BELIEVE IN CONSENSUS, NOT UNILATERALISM. I BELIEVE WE MUST RENEW, NOT SIMPLY CONTINUE. I HOPE THAT IN THIS COMMITTEE WE CAN WORK TOGETHER IN THIS SPIRIT, TO HELP BUILD THE ECONOMIC CONSENSUS NECESSARY FOR A REAL, LASTING ECONOMIC RENEWAL.

TO DO THIS, WE MUST DO MUCH MORE THAN SIMPLY PATCH UP OLD PROGRAMS OR RESHUFFLE OLD POLICIES.

THE BAND-AID APPROACHES OF THE PAST HAVE CLEARLY NOT WORKED. NEW APPROACHES ARE DEMANDED BY A NEW TECHNOLOGICAL AGE.

OUR EMPLOYMENT PROGRAMS AND POLICIES MUST BE DIRECTED TO THIS END. BUT THIS REQUIRES NEW IDEAS AND NEW WAYS THAT ADDRESS A NEW ECONOMIC GAME.

THE AGRICULTURAL AND INDUSTRIAL AGES DEMANDED JOBS THAT MANAGED THE NATURAL ENVIRONMENT AND OUR MAN-MADE ENVIRONMENT. TO MEET THE CHALLENGES OF THE NEW INFORMATION AGE, WE MUST INFUSE TRADITIONAL JOBS WITH THE BENEFITS OF NEW INFORMATION TECHNOLOGIES.

TO SUCCEED IN THIS NEW AGE WE NEED A COMPREHENSIVE EMPLOYMENT STRATEGY THAT RECOGNIZES THE NEW ECONOMIC REALITIES AND DEVELOPS OUR MOST IMPORTANT RESOURCE -- OUR PEOPLE.

WE MUST REDIRECT OUR EMPLOYMENT, UNEMPLOYMENT INSURANCE AND IMMIGRATION POLICIES AND PROGRAMS IN NEW DIRECTIONS, DIRECTIONS THAT CORRESPOND TO THE NEW ECONOMIC AND SOCIAL REALITIES FACING CANADIANS, DIRECTIONS THAT MEET THE FORMIDABLE CHALLENGES FACING ALL HUMANITY ON THE NEW FRONTIER OF THE INFORMATION AGE,

IN THE COMING MONTHS I WILL IMMERSE MYSELF IN A PROCESS OF CONSULTATION WITH THE GOVERNMENT'S MAJOR SOCIAL AND ECONOMIC PARTNERS IN THE PRIVATE AND PUBLIC SECTORS -- BUSINESS, LABOUR, WOMEN'S GROUPS, YOUTH, GROUPS WITH SPECIAL NEEDS.

AS AN INITIAL STEP TOWARD AGREEING ON THE KEY PRINCIPLES OF A NATIONAL EMPLOYMENT STRATEGY, WE WILL BE EXPLORING AND REVIEWING OUR EMPLOYMENT AND TRAINING PROGRAMS.

MR. CHAIRMAN, WE RECOGNIZE THAT THE NATURE OF WORK, WORK RELATIONSHIPS AND THE WORK PLACE ITSELF ARE ALL CHANGING,

THESE CHANGES DEMAND NOT ONLY NEW SKILLS BUT ALSO NEW APPROACHES TO PROVIDING THESE SKILLS. THESE APPROACHES MUST ENSURE THAT RESOURCES ARE SPENT ON TRAINING THAT MEETS THE NEEDS OF THE ECONOMY AND THE NEEDS OF OUR WORKERS, BE THEY WAGE EARNERS OR SELF-EMPLOYED, YOUNG OR OLD, MEN OR WOMEN. WE MUST TRAIN TO PROVIDE SKILLS FOR THE FUTURE AND NOT FOR THE PAST.

WE COULD DO THIS IN MANY WAYS -- CO-OPERATIVE EDUCATION, APPRENTICESHIP AND EMPLOYER-BASED TRAINING, FINANCIAL INCENTIVES TO ENCOURAGE PRIVATE SECTOR TRAINING INITIATIVES, SPECIAL ASSISTANCE FOR THE EDUCATIONALLY DISADVANTAGED AND THE ILLITERATE. ALL OF THESE, AND OTHERS, REQUIRE UNPRECEDENTED CO-OPERATION BETWEEN GOVERNMENTS AND THE PRIVATE SECTOR.

ALL CANADIAN WORKERS, THE YOUNG AND THE OLD, THE MEN AND THE WOMEN, ALL WILL NEED TO TRAIN AND RETRAIN THEMSELVES ON A CONTINUAL BASIS. THE WORKING LIFE MUST BE TRANSFORMED INTO THE TRAINING LIFE. THIS IS PARTICULARLY TRUE FOR MANY WORKING CANADIANS WHO FIND THEY NEED NEW SKILLS IN MID-CAREER. I INTEND TO EXPLORE A SERIES OF OPTIONS DURING MY CONSULTATIONS TO DEVELOP NEW POLICIES IN THIS AREA.

THERE ARE MANY POSSIBILITIES. PERHAPS ALL SOCIAL AND ECONOMIC PARTNERS COULD CONTRIBUTE TO A TRAINING FUND THAT WOULD GO TO THOSE PROVIDING TRAINING. PERHAPS WE SHOULD USE TAX CREDITS TO ENCOURAGE TRAINING. PERHAPS SKILL DEVELOPMENT LEAVE MUST BECOME A RIGHT JUST AS VACATION LEAVE. PERHAPS WE NEED AN EDUCATIONAL SAVINGS PLAN TO ENCOURAGE PEOPLE TO SAVE FOR FUTURE TRAINING. PERHAPS COLLECTIVE BARGAINING CAN PLAY ROLE IN DEVELOPING TRAINING INITIATIVES THAT BENEFIT BOTH EMPLOYER AND EMPLOYEE.

THERE ARE ALSO A NUMBER OF GROUPS IN OUR SOCIETY WHICH REQUIRE OUR SPECIAL ATTENTION. FOR EXAMPLE, YOUTH UNEMPLOYMENT NEEDS TO BE ADDRESSED URGENTLY. MANY STILL LACK TRAINING AND PRACTICAL EXPERIENCE NEEDED IN TODAY'S LABOUR MARKET.

TO START DEALING WITH THIS SITUATION I RECENTLY ANNOUNCED THAT WE'LL GO AHEAD, ON A PILOT PROJECT BASIS, WITH THE YOUTH TRAINING OPTION. THIS SHOULD SERVE AS A MODEL FOR FUTURE ACTION. BUT PROVINCIAL INVOLVEMENT IS A CRUCIAL PRE-REQUISITE FOR SUCCESS IN THIS AREA. I HOPE MY CONSULTATIONS WILL LEAD TO A NEW ALLIANCE FOR YOUTH TRAINING -- AN ALLIANCE BASED ON THE COOPERATION OF ALL OUR SOCIAL AND ECONOMIC PARTNERS.

BY NEXT SUMMER NEW PROGRAMS WILL BE IN PLACE FOR STUDENTS AND YOUNG PEOPLE GENERALLY. MORE EFFECTIVE PROGRAMS BASED ON CONSULTATION WITH OUR PARTNERS. PROGRAMS BETTER EQUIPPED TO HELP YOUNG PEOPLE THROUGH SCHOOL, TO HELP THEM EVENTUALLY GET INTO THE LABOUR FORCE MORE EASILY.

THERE IS NO DOUBT THAT WE MUST BUILD A SOLID AND LASTING FOUNDATION FOR SKILLS TRAINING IN CANADA. IT MUST ENABLE NOT ONLY YOUNG PEOPLE BUT ALSO WOMEN AND WORKERS IN MID-CAREER TO PARTICIPATE FULLY IN THE NEW TECHNOLOGY SOCIETY AND WORKPLACE.

I AM DEEPLY COMMITTED TO PROVIDING WOMEN WITH THE OPPORTUNITY TO GET THE SKILLS WHICH HAVE BEEN TRADITIONALLY LEFT TO MEN. OVER THE COMING MONTHS, WE WILL BE MOVING IN THIS DIRECTION.

WE EXPECT TO INCREASE THE NUMBER OF WOMEN IN HIGHER SKILLED OCCUPATIONS THAT IN THE PAST HAVE USUALLY BEEN HELD BY MEN.

TO ACHIEVE THIS, WOMEN MUST BE ABLE TO GET THE TRAINING AND RETRAINING THAT LEADS TO HIRINGS AND PROMOTIONS. I REALIZE THAT MANY SIMPLY CANNOT ATTEND FULL-TIME TRAINING COURSES THAT WOULD ENABLE THEM TO DO THIS.

I AM HOPEFUL THAT WITH THE COOPERATION OF THE PRIVATE SECTOR AND PROVINCIAL GOVERNMENTS WE CAN FIND REAL SOLUTIONS TO THIS PROBLEM.

IN A FULL YEAR, UP TO 30,000 WOMEN COULD BENEFIT FROM THIS.

STILL, WE HAVE A LONG WAY TO GO. EMPLOYMENT EQUALITY, A PRINCIPLE RECENTLY REAFFIRMED BY THE ABELLA REPORT, MUST BE REFLECTED IN OUR EMPLOYMENT STRATEGY. I INTEND TO DO EVERYTHING POSSIBLE TO MAKE REAL PROGRESS ON THIS.

THESE ARE SOME OF THE QUESTIONS I WILL BE ADDRESSING DURING MY CONSULTATIONS IN THE COMING MONTHS. NATURALLY, I WOULD WELCOME THE ADVICE AND REACTIONS OF MEMBERS OF THIS COMMITTEE TO THIS PROCESS.

BUT LET ME MAKE IT PERFECTLY CLEAR THAT CONSULTATION WILL NOT PREVENT THE GOVERNMENT FROM ACTING ON CURRENT PROGRAMS THAT NEED TO BE MAINTAINED AND ENHANCED. THE \$1 BILLION WE HAVE SET ASIDE FOR EMPLOYMENT AND HUMAN RESOURCE DEVELOPMENT IS PROOF OF OUR COMMITMENT TO ACTION NOW.

I WOULD LIKE TO REITERATE THE COMMITMENT I MADE LAST THURSDAY TO STRENGTHENING THE ABILITY OF OUR EMPLOYMENT SERVICES TO HELP SMALL BUSINESS GET THE WORKERS THEY NEED AND TO HELP WORKERS FIND THE JOBS THEY REQUIRE,

ALL SMALL BUSINESSES WILL RECEIVE PROMPT REFERRALS OF QUALIFIED WORKERS FOR UNFILLED JOBS. SMALL BUSINESS IS ONE OF THE MAJOR SOURCES OF EMPLOYMENT GROWTH. OUR EMPLOYMENT SERVICES TO SMALL BUSINESS MUST THEREFORE BE A VITAL ELEMENT IN OUR NATIONAL EMPLOYMENT STRATEGY FOR THE FUTURE,

THE GOVERNMENT IS COMMITTED TO MAINTAINING PROGRAMS THAT MEET THE IMMEDIATE NEEDS OF CANADIAN WORKERS, PARTICULARLY THOSE IN THE HARDEST HIT COMMUNITIES.

I HAVE ALREADY ALLOCATED \$430 MILLION FOR CANADA WORKS THIS WINTER TO UNDERLINE THE REALITY OF THIS COMMITMENT.

WE WILL CONTINUE TO MAINTAIN THE UNEMPLOYMENT INSURANCE PROGRAM AS ONE OF THE WORLD'S BEST TEMPORARY INCOME PROTECTION VEHICLES. BUT WE WILL BE UNDERTAKING A PARLIAMENTARY REVIEW OF U.I. TO EXAMINE WAYS IN WHICH IT CAN BE MADE MORE EFFECTIVE. CONSULTATION AND CO-OPERATION ARE THE TWIN CONCEPTS WHICH WILL GUIDE US IN THIS TASK. I WILL ISSUE SHORTLY A DISCUSSION PAPER ON U.I. TO GIVE HONOURABLE MEMBERS AND REPRESENTATIVES OF ALL SEGMENTS OF CANADIAN SOCIETY THE OPPORTUNITY TO PROPOSE NEW IDEAS FOR EFFECTIVE AND EFFICIENT CHANGE.

MR. CHAIRMAN, I WOULD NOW LIKE TO TURN MY ATTENTION TO OUR IMMIGRATION PROGRAM.

LET ME DEAL WITH IMMIGRATION LEVELS FIRST. THE ANNUAL REPORT TO PARLIAMENT ON FUTURE IMMIGRATION LEVELS, WHICH I TABLED ON NOVEMBER 19, ANNOUNCED THAT CANADA EXPECTS TO ADMIT BETWEEN 85,000 AND 90,000 IMMIGRANTS IN 1985. THE LEVEL WAS SET AFTER CONSULTATIONS, STARTED IN APRIL 1984, WITH PROVINCIAL AND TERRITORIAL GOVERNMENTS AND MANY NON-GOVERNMENTAL ORGANIZATIONS.

I WOULD ASSURE THIS COMMITTEE THAT FAMILY REUNIFICATION REMAINS THE TOP PRIORITY IN OUR IMMIGRATION POLICY. THE 45,000 FAMILY CLASS LANDINGS FORECAST IS A PLANNING ESTIMATE NOT A CEILING OR QUOTA. APPLICATIONS IN THIS CLASS WILL RECEIVE EXPEDITIOUS PROCESSING. WE SHALL ACCEPT ALL QUALIFIED APPLICANTS IN THIS CATEGORY.

AMONG OTHER THINGS, THE REPORT INDICATED A RENEWED EMPHASIS ON ENTREPRENEURIAL IMMIGRANTS. THE BUSINESS IMMIGRATION PROGRAM WILL BE SUPPORTED BY A VIGOROUS CAMPAIGN TO ATTRACT QUALIFIED BUSINESS IMMIGRANTS TO CANADA.

IN 1983, BUSINESS IMMIGRANTS BROUGHT \$820 MILLION TO THIS COUNTRY AND, EQUALLY IMPORTANT, CREATED ABOUT 4,600 JOBS FOR CANADIANS. THE TARGET WE ARE AIMING FOR IN THIS CATEGORY IN 1985 IS 2,200 NEW IMMIGRANTS.

THE REPORT ON THE LEVELS FOR 1985 RECOGNIZED THAT IMMIGRATION TO CANADA HAS BEEN LOWER THAN TRADITIONAL LEVELS DURING 1983 AND 1984 AND THAT THIS TREND WILL CONTINUE THROUGH 1985. DURING THE NEXT FEW MONTHS, WE WILL REVIEW IMMIGRATION POLICY -- INCLUDING THE WAY IMMIGRATION LEVELS ARE ARRIVED AT. THIS POLICY REVIEW WILL INVOLVE CONSULTATIONS WITH PROVINCIAL AND TERRITORIAL GOVERNMENTS AND INTERESTED NON-GOVERNMENTAL ORGANIZATIONS.

AS MOST MEMBERS KNOW, RABBI GUNTHER PLAUT HAS BEEN CONDUCTING AN IN-DEPTH REVIEW OF OUR REFUGEE DETERMINATION SYSTEM. WE WILL RESPOND QUICKLY TO HIS RECOMMENDATIONS WITH APPROPRIATE AND EFFECTIVE ACTION. CANADA WILL CONTINUE ITS HUMANITARIAN APPROACH TO PERSONS SEEKING REFUGEE STATUS.

I WOULD ALSO LIKE TO ADD THAT ANY REVIEW OF OUR IMMIGRATION PROGRAMS WILL REFLECT A STRONG COMMITMENT TO MAINTAINING CANADA'S LEAD ROLE IN THE WORLD COMMUNITY AND TO HELPING THOSE WHO SUFFER DUE TO PERSECUTION AND CIVIL STRIFE. OUR REFUGEE QUOTA FOR 1985 HAS BEEN INCREASED BY 10 PER CENT.

IN CONCLUSION, I WOULD LIKE TO EXTEND TO ALL MEMBERS OF THIS COMMITTEE AN INVITATION TO PARTICIPATE FULLY IN THE VARIOUS REVIEWS AND ACTION PROGRAMS THAT I HAVE OUTLINED.

THE GOALS WE SHOULD BE STRIVING FOR ARE BASIC. WE MUST DEVELOP A SKILLED LABOUR FORCE THAT CAN MEET THE NEEDS OF THE FUTURE. WE MUST PROMOTE ECONOMIC GROWTH TO CREATE NEW JOBS AND OPPORTUNITIES. WE MUST ENSURE EQUALITY OF OPPORTUNITY, EQUALITY IN COMPETITION AND EQUALITY OF ACCESS TO JOBS. IN SHORT, WE MUST PROMOTE FAIR CHANGE AND A FAIR DEAL FOR ALL CANADIANS.



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STATEMENT
TO THE
HOUSE OF COMMONS
BY THE
HONOURABLE FLORA MACDONALD
MINISTER OF EMPLOYMENT AND IMMIGRATION
ON
THE FEDERAL GOVERNMENT'S
RESPONSE TO THE ROYAL COMMISSION
REPORT ON EQUALITY IN EMPLOYMENT

MARCH 8, 1985



CHECK AGAINST DELIVERY

TODAY IS A LANDMARK FOR THIS GOVERNMENT
AND FOR ALL CANADIANS. TODAY, WE ARE
TAKING A MAJOR STEP. WE ARE OPENING
DOORS TO OPPORTUNITY AND EQUALITY IN THE
WORK PLACE.

THE MEMBERS OF THIS HOUSE WILL KNOW OF
MY LONG STANDING COMMITMENT TO EQUALITY.
THEY WILL KNOW I HAVE LONG DEDICATED MY
ENERGIES TO THE ISSUES I ADDRESS TODAY.

FOR THESE REASONS IT IS A SPECIAL
PRIVILEGE FOR ME TO STAND IN THIS HOUSE
AND ANNOUNCE THE GOVERNMENT'S RESPONSE
TO THE ROYAL COMMISSION ON EQUALITY IN
EMPLOYMENT.

IN HER REPORT WHICH I TABLED IN
NOVEMBER, JUDGE ROSALIE ABELLA COINED
THE PHRASE "EMPLOYMENT EQUITY". THAT
PHRASE IS SHORT AND SIMPLE, YET IT
ENTIRELY CAPTURES THE GOAL OF THIS
GOVERNMENT IN PROMOTING EQUAL
OPPORTUNITY FOR WOMEN, NATIVE PEOPLE,
DISABLED PERSONS AND VISIBLE
MINORITIES.

THESE ARE THE PLAIN FACTS THAT FACE THIS
GOVERNMENT AND THIS COUNTRY.

- 10 YEARS AGO - 50 PER CENT OF CANADIAN WOMEN WERE PART OF THE LABOUR MARKET - NOW 68 PER CENT ARE IN THE MARKET - YET WOMEN EARNED ONLY 64 CENTS FOR EVERY DOLLAR EARNED BY MEN; FULLY 77 PER CENT OF THEM ARE WORKING IN ONLY 5 OF THE 22 MAJOR JOB CATEGORIES;

- THE RECENTLY RELEASED STUDY "WHO GETS THE WORK?" POINTED OUT THAT "WHITES HAVE THREE JOB PROSPECTS FOR EVERY ONE FOR BLACKS";

- AMONG EMPLOYABLE DISABLED PERSONS, 50
PER CENT ARE UNEMPLOYED;

- IN MANY NATIVE COMMUNITIES,
UNEMPLOYMENT IS HIGHER THAN 70
PER CENT.

AS A COUNTRY, WE CANNOT AFFORD TO
EXCLUDE THESE CANADIANS FROM FULL
PARTICIPATION IN WORKING LIFE. WE NEED
THEIR CONTRIBUTION TO THE ECONOMIC
RENEWAL AND GROWTH OF THIS NATION.

IN THE PAST, WE HAVE PAID LIP-SERVICE TO
THE CONCEPT OF EQUALITY IN THE WORK
PLACE. IT'S BEEN TALKED ABOUT, WORRIED
ABOUT AND STUDIED.

- 6 -

WHAT WE NEED IS ACTION, AND THAT IS WHAT
I AM ANNOUNCING TODAY.

THIS GOVERNMENT WILL REQUIRE CROWN
CORPORATIONS, FEDERALLY-REGULATED
BUSINESS, AND CONTRACTORS PROVIDING
GOODS AND SERVICES TO THE FEDERAL
GOVERNMENT, TO IMPLEMENT EMPLOYMENT
EQUITY.

CROWN CORPORATIONS AND
FEDERALLY-REGULATED BUSINESS WITH 100 OR
MORE EMPLOYEES WILL BE REQUIRED TO
REPORT ANNUALLY TO PARLIAMENT ON THEIR
PLANS AND PROGRESS.

BUSINESSES SEEKING GOVERNMENT CONTRACTS
FOR GOODS AND SERVICES OF \$200,000 OR
MORE WILL HAVE TO SHOW THEIR COMPLIANCE
OR STAND TO LOSE THEIR RIGHT TO COMPETE
FOR GOVERNMENT BUSINESS.

THE APPROACH WE HAVE CHOSEN PERMITS
COMPANIES TO DEVELOP FLEXIBLE PLANS
CONSISTENT WITH THEIR INDIVIDUAL NEEDS.

IT ALSO AVOIDS HIGH ADMINISTRATIVE COSTS
AND UNNECESSARY HEAVY-HANDED
INTERVENTION BY GOVERNMENT.

- 9 -

WHAT THAT MEANS IS THAT WE ARE NOT
CREATING A MASSIVE ENFORCEMENT AGENCY.

AND WE ARE NOT GOING TO IMPOSE AN
UNWIELDY SET OF RIGID PROCEDURES.

INSTEAD WE WILL DRAW ON THE ENERGIES AND
INVENTIVENESS OF EMPLOYERS IN REMOVING
BARRIERS THAT NOW STAND ACROSS THE PATH
OF VISIBLE MINORITIES, NATIVE PEOPLE,
WOMEN AND DISABLED PERSONS,

THE MEANS ARE FLEXIBLE, BUT THE GOAL IS
FIXED: EMPLOYMENT EQUITY.

FOR THE FIRST TIME, REPORTING OF RESULTS
WILL BE MANDATORY. FOR THE FIRST TIME,
ALL INFORMATION WILL BE ON PUBLIC
RECORD. THAT PUBLIC SCRUTINY WILL BE A
VALUABLE INSTRUMENT, BRINGING PRESSURE
TO BEAR FOR REAL PROGRESS.

WITH THIS INFORMATION IN HAND, THE
POWERS AND AUTHORITIES OF THE HUMAN
RIGHTS COMMISSION CAN BE PROPERLY
EXERCISED. WHEN ACTION IS NEEDED TO
ENSURE EQUITY IN THE WORK PLACE, ACTION
WILL BE TAKEN.

THE GOVERNMENT WILL BE DISCUSSING THESE MEASURES IN THE NEXT FEW WEEKS WITH REPRESENTATIVES OF VISIBLE MINORITIES, BUSINESS, WOMEN, DISABLED PERSONS, LABOUR AND NATIVE PEOPLE. WE WILL BE TELLING THEM, AS I AM INFORMING THE HOUSE TODAY, THAT THIS GOVERNMENT IS COMMITTED TO ACTION AND WE EXPECT RESULTS. EQUALLY IMPORTANT, WE WILL BE SEEKING THEIR VIEWS ON LEGISLATIVE MEASURES TO BE INTRODUCED IN THIS HOUSE IN JUNE.

IN TOTAL, THIS FIRST MAJOR STEP TOUCHES
THE WORKING ENVIRONMENT OF NEARLY ONE
MILLION CANADIANS. I EMPHASIZE
THAT THIS IS ONLY THE FIRST STEP. WE
WILL NOT BE SATISFIED UNTIL THE CONCEPT
OF FAIR ACCESS AND EQUAL OPPORTUNITY FOR
ADVANCEMENT IS A REALITY FROM
COAST-TO-COAST, FROM THE SHIPYARD TO THE
ASSEMBLY-LINE TO THE CORPORATE
BOARDROOM.

WE WILL REMOVE THE BARRIERS THAT
RESTRICT THE ECONOMIC FUTURE OF SO MANY
CANADIANS. OUR ECONOMIC DEVELOPMENT
DEMANDS THE FULL PARTICIPATION OF ALL.
GIVE CANADIANS REAL OPPORTUNITIES AND
THEY'LL GET JOBS. GIVE THEM JOBS, AND
THEY WILL CREATE WEALTH. GENERATE
WEALTH AND THERE WILL BE ECONOMIC GROWTH
-- AND GROWTH MEANS MORE JOBS.

JOBS IN EVERY SECTOR, AND IN BUSINESSES
LARGE AND SMALL. I WILL NOTE HERE THAT
SMALL BUSINESS IS EXEMPTED FROM THE
MEASURES ANNOUNCED TODAY. YET, WE ARE
CONFIDENT SMALL BUSINESSES WILL
IMPLEMENT EMPLOYMENT EQUITY. THEY TOO
WILL WISH TO PROFIT FROM ENHANCED
PRODUCTIVITY.

THE FEW PEOPLE IN BUSINESS WHO HAVE
ALREADY ADOPTED EMPLOYMENT EQUITY HAVE
TOLD ME THAT THEY HAVE SEEN SUBSTANTIAL
GROWTH IN THEIR PRODUCTIVITY, IN THEIR
PROFITS AND IN THEIR PEOPLE.

THE VALUE OF INVESTMENT, NOT JUST IN
PLANTS AND MACHINERY, BUT IN PEOPLE -
WAS CLEARLY RECOGNIZED AT THE FIRST
MINISTERS' CONFERENCE

THERE, WE EMBARKED ON AN ENTIRELY NEW
APPROACH TO LABOUR MARKET DEVELOPMENT.

FUNDAMENTAL TO THIS NEW DIRECTION IS
EQUITY -- FAIR ACCESS FOR ALL CANADIANS
TO NEW TRAINING AND EMPLOYMENT
OPPORTUNITIES.

THIS STRATEGY WILL TACKLE HEAD-ON THE
PROBLEM OF TRAPPING MINORITIES IN
EMPLOYMENT GHETTOS. WE WILL TACKLE
HEAD-ON THE CRITICAL PROBLEM OF JOB
RE-ENTRY FOR WOMEN,

- 17 -

THE MEASURES I AM ANNOUNCING TODAY IN
RESPONSE TO THE ABELLA REPORT WILL JOIN
THIS NEW STRATEGY IN A COMPREHENSIVE
ATTACK ON THE BARRIERS TO EQUITY IN THE
WORK PLACE.

WHAT I HAVE ANNOUNCED TODAY IS ANOTHER
MAJOR STEP.

IT IS A STEP FORWARD IN THE PROCESS OF
ECONOMIC RENEWAL, BUT MORE THAN THAT, IT
IS A STEP FORWARD IN THE PURSUIT OF
ECONOMIC JUSTICE.

IT IS A STEP WHICH WILL HELP TO ENSURE
THAT THE BENEFITS OF GROWTH AND RENEWAL
WILL BE SHARED BY ALL CANADIANS.

IT IS A STEP I AM PROUD THIS GOVERNMENT
IS TAKING.

IT IS ANOTHER STEP TOWARD A BETTER
FUTURE FOR CANADA: A FUTURE OF
OPPORTUNITY - A FUTURE OF EQUAL
OPPORTUNITY.



Minister
Employment and Immigration

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Pour publication

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NOTES FOR AN ADDRESS

THE HONOURABLE FLORA MacDONALD, P.C., M.P.
MINISTER OF EMPLOYMENT AND IMMIGRATION

STANDING COMMITTEE ON
LABOUR, EMPLOYMENT AND IMMIGRATION

TUESDAY, MARCH 19, 1985



MR. CHAIRMAN

I AM PLEASED TO OFFER TO HONOURABLE MEMBERS TODAY
A REPORT ON THE NEW DIRECTIONS EMPLOYMENT AND
IMMIGRATION CANADA WILL BE TAKING IN FISCAL
1985/86.

THE ESTIMATES REFLECT OLD POLICIES AND PROGRAMS
AND REPRESENT A MAINTENANCE EXERCISE, WHILE WE
MAKE A FUNDAMENTAL TRANSITION TO AN EFFECTIVE,
LASTING AND INTEGRATED HUMAN RESOURCES STRATEGY
FOR CANADA.

THE ASSISTANCE AND ADVICE OF COMMITTEE MEMBERS
WILL BE VALUABLE IN ENSURING EFFECTIVE
IMPLEMENTATION OF THIS STRATEGY OVER THE COMING
YEARS.

WHEN I ASSUMED THIS PORTFOLIO, I SET OUT TO ASK
FUNDAMENTAL QUESTIONS: ARE WE TRAINING THE RIGHT
PEOPLE, IN THE RIGHT WAYS, AT THE RIGHT TIME IN
THEIR LIVES?

THE ANSWERS TAUGHT US WHAT TO AVOID. THEY ALSO TAUGHT TWO CLEAR LESSONS. FIRST, WE MUST FOSTER ACTIVE DEVELOPMENT NOT PASSIVE DEPENDENCE.

SECOND, TRAINING AND EMPLOYMENT OPPORTUNITIES MUST BE SEEN AS A LONG-TERM INVESTMENT BY CANADIANS IN THEMSELVES.

BUT HOW ARE WE TO ACHIEVE THESE AIMS? FIRST THERE MUST BE REAL CHANGE IN THE WAY WE ACT. THEN, IN WHAT WE DO.

FROM THE START, WE COMMITTED OURSELVES TO A NEW WAY OF FEDERAL ACTION. INSTEAD OF UNILATERALISM, THE NEW WAY OFFERS COOPERATION. INSTEAD OF CENTRALISM, IT OFFERS CONSULTATION.

AND AT THE RECENT FIRST MINISTERS CONFERENCE IN REGINA, THERE WERE REAL SIGNS OF AN EMERGING NATIONAL CONSENSUS.

THE ATMOSPHERE OF TRUST AND COOPERATION DISPLAYED THERE SYMBOLIZE THE BIRTH OF A NEW COOPERATIVE FEDERALISM. THE AGREEMENTS RECOGNIZE THE CRITICAL ROLE OF SKILLS AND EMPLOYMENT DEVELOPMENT IN OUR NATIONAL ECONOMIC RENEWAL.

OUR COMMITMENT WAS TO A NEW STRATEGY BASED ON THE FOLLOWING PRINCIPLES:

- THE PROGRAMS MUST RESPOND TO THE VARYING NEEDS OF VARYING REGIONS. THERE MUST BE FLEXIBILITY AND COMMUNITY PARTICIPATION,
- RESPONSIBILITY MUST BE SHARED BETWEEN GOVERNMENTS AND THE PRIVATE SECTOR. THE ROLE OF SMALL BUSINESS IS CRITICAL.

- TOGETHER, WE MUST ENSURE EQUAL ACCESS TO TRAINING AND EMPLOYMENT FOR ALL CANADIANS.
- PROGRAMS MUST BE SIMPLE. THEY MUST BE UNDERSTANDABLE.
- AND TRAINING MUST BRING ECONOMIC ADVANTAGE. TRAINING FOR TRAINING'S SAKE IS A THING OF THE PAST.

WE ALSO COMMITTED OURSELVES TO A MULTI-YEAR FUNDING FORMULA, TO REPLACE THE YEAR-BY-YEAR, STOP AND GO SYSTEM USED UP TO NOW.

THIS COMMITMENT GIVES A LONG-TERM GUARANTEE OF THE GOVERNMENT'S OBJECTIVES. IT GIVES ALL CANADIANS A SECURE BASE ON WHICH TO PLAN THEIR PARTICIPATION.

THE REGINA STRATEGY SIMPLIFIES OUR TRAINING AND EMPLOYMENT PROGRAMS INTO SIX PEOPLE-ORIENTED THRUSTS.

FOR THE ONES WHO MUST RETRAIN OR FACE LOSING THEIR JOBS, WE DESIGNATED THE FIRST GENERAL THRUST OF THE STRATEGY: SKILLS INVESTMENT WITH \$80 MILLION FUNDING THIS YEAR.

FOR THE ONES WHO HAVE BEEN UNEMPLOYED A LONG TIME AND WHO NEED NEW SKILLS TO GET JOBS, WE DESIGNATED THE SECOND THRUST: JOB DEVELOPMENT WITH \$350 MILLION FUNDING THIS YEAR.

FOR THE YOUNG WITH SCHOOL BEHIND THEM BUT NO JOBS IN FRONT OF THEM, AND THE THOUSANDS OF WOMEN LOOKING FOR THEIR FIRST JOB, WE DESIGNATED A THIRD AND KEY THRUST: JOB ENTRY WITH \$125 MILLION FUNDING THIS YEAR.

FOR SINGLE-INDUSTRY TOWNS AND VILLAGES, THERE IS A \$40 MILLION THRUST CALLED COMMUNITY FUTURES.

FOR THE BUSINESS UNABLE TO FIND THE PEOPLE IT NEEDS WHEN IT NEEDS THEM, THERE IS \$100 MILLION THIS YEAR FOR THE SKILL SHORTAGES THRUST.

WE ARE COMMITTING \$100 MILLION THIS YEAR TO A THRUST CALLED INNOVATION -- TO STIMULATE INNOVATION THROUGH PILOT PROGRAMS AND SUPPORT EXPERIMENTATION BY THE PRIVATE SECTOR, THE PROVINCES, EDUCATIONAL INSTITUTIONS AND ORGANIZED LABOUR.

SINCE REGINA, A HALF-DOZEN TASK FORCES HAVE BEEN WORKING FULL-OUT TO DEVELOP THE PROGRAMS TO EMERGE FROM THESE THRUSTS. ONCE WE HAVE CONSULTED WITH OUR PROVINCIAL COLLEAGUES, I WILL RELEASE DETAILS FOR ACTION BASED ON THIS COLLECTIVE EFFORT.

OUR RECENT ACTIONS ALREADY REFLECT THE DIRECTIONS UNDERLYING OUR NEW HUMAN RESOURCES STRATEGY. WE LAUNCHED CHALLENGE '85, THE FEDERAL SUMMER STUDENT JOBS PROGRAM.

IT PUTS A MAJOR EMPHASIS ON JOB OPPORTUNITY RELATED TO STUDENTS' STUDIES AND CAREER OBJECTIVES. IT ENCOURAGES YOUNG PEOPLE TO DEVELOP ENTREPRENEURIAL STRENGTHS, PROMOTING INNOVATION AND LASTING EMPLOYMENT.

MR. CHAIRMAN, I WAS HONOURED TO ANNOUNCE RECENTLY THE GOVERNMENT'S RESPONSE TO THE ABELLA REPORT. IT REPRESENTS A MAJOR STEP FORWARD.

EMPLOYMENT EQUITY IS INTEGRAL TO OUR HUMAN RESOURCES STRATEGY BECAUSE ECONOMIC GROWTH DEMANDS THE FULL PARTICIPATION OF ALL CANADIANS.

THE ACTION WE ANNOUNCED REQUIRES CROWN CORPORATIONS AND FEDERALLY-REGULATED AGENCIES TO REPORT ANNUALLY TO PARLIAMENT ON THEIR PLANS AND PROGRESS ON EMPLOYMENT EQUITY. FIRMS TENDERING FOR MAJOR GOVERNMENT GOODS AND SERVICES CONTRACTS MUST DEMONSTRATE THEIR COMMITMENT TO EMPLOYMENT EQUITY.

MR. CHAIRMAN, UNEMPLOYMENT INSURANCE MEANS DIFFERENT THINGS TO EACH OF US.

TO SOME IT REPRESENTS A SOCIAL SAFETY NET. TO OTHERS IT'S MECHANISM FOR INCOME REDISTRIBUTION OR ECONOMIC STABILITY. FOR MOST IT IS INCOME PROTECTION. I WOULD SUGGEST IT IS ALL OF THESE THINGS COMBINED -- SOCIAL INSURANCE WORTH \$10 BILLION IN 1984, ASSISTING 1.2 MILLION PEOPLE IN THOUSANDS OF COMMUNITIES ACROSS CANADA.

THE HISTORY OF UNEMPLOYMENT INSURANCE SHOWS THAT IT WAS CONSTANTLY ADAPTED TO REFLECT SOCIAL CHANGE.

ON NOVEMBER 8, 1984, IN HIS ECONOMIC STATEMENT, THE MINISTER OF FINANCE COMMITTED THE GOVERNMENT TO A REVIEW OF UNEMPLOYMENT INSURANCE TO ENSURE THAT THE PROGRAM REMAINS EFFICIENT AND EFFECTIVE IN RESPONDING TO EMERGING SOCIAL AND ECONOMIC REALITIES.

PLANS FOR IMPLEMENTING THIS REVIEW ARE STILL UNDER DEVELOPMENT AND DETAILS OF ITS FRAMEWORK WILL BE ANNOUNCED AT THE APPROPRIATE TIME.

MR. CHAIRMAN, I WOULD LIKE TO TURN BRIEFLY TO THE IMMIGRATION SIDE OF MY PORTFOLIO.

WE ARE CONSULTING PROVINCIAL AND TERRITORIAL GOVERNMENTS AND SOME 150 NATIONAL NON-GOVERNMENTAL ORGANIZATIONS ON FUTURE IMMIGRATION LEVELS.

THE CONSULTATIONS FOCUS ON CURRENT TRENDS AND FUTURE POSSIBILITIES. IT IS MY FEELING THAT MODERATE AND CONTROLLED GROWTH IN IMMIGRATION LEVELS WOULD BE A POSITIVE STEP TOWARD REVERSING PROJECTED POPULATION DECLINE AND ITS RELATED EFFECTS ON CANADA.

I KNOW WE ALL AGREED THAT IT WOULD BE FOOLISH TO UNDERESTIMATE THE BENEFITS ENTREPRENEURS AND SELF-EMPLOYED PEOPLE BRING TO THIS COUNTRY. BUSINESS IMMIGRANTS CREATE JOBS FOR CANADIANS.

MY OFFICIALS ARE EXPLORING WITH THEIR PROVINCIAL COUNTERPARTS WAYS OF EXPANDING THE SCOPE OF THE ENTREPRENEURIAL PROGRAM.

I AM GRATEFUL FOR THE ATTENTION MEMBERS OF THIS COMMITTEE HAVE DEVOTED TO THIS AND OTHER ASPECTS OF THE IMMIGRATION PROGRAM. I LOOK FORWARD TO YOUR FINAL REPORTS. REST ASSURED THAT I'LL GIVE THEM MY CLOSE ATTENTION.

AS MOST OF YOU KNOW, RABBI GUNTHER PLAUT HAS BEEN CONDUCTING AN EXTENSIVE REVIEW OF OUR REFUGEE DETERMINATION SYSTEM, FOCUSSED ON BROAD LEGAL AND HUMANITARIAN ISSUES.

I KNOW THAT YOU WILL BE AS INTERESTED AS I AM IN RECEIVING RABBI PLAUT'S REPORT IN THE NEXT FEW WEEKS. I LOOK FORWARD TO IMPLEMENTING ANY CHANGES NECESSARY TO ELIMINATE DEFICIENCIES IN THE PRESENT SYSTEM.

FINALLY, MR. CHAIRMAN, I WOULD LIKE TO REITERATE OUR COMMITMENT TO THE HUMANITARIAN ROLE OF CANADA'S IMMIGRATION PROGRAMS.

THIS IS CONSISTENT WITH MY RECENT ANNOUNCEMENT ON CANADA'S PARTICIPATION IN A PROGRAM TO RESCUE VIETNAMESE REFUGEES AT SEA AND RESETTLE THEM HERE IN CANADA.

WE HAVE CHANGED RECENTLY THE IMMIGRATION GUIDELINES TO ALLOW FOREIGN SPOUSES TO APPLY FOR LANDING IN CANADA WITHOUT HAVING TO LEAVE THE COUNTRY.

I HAVE ALSO ANNOUNCED A FINAL EXTENSION TO THE LONG-TERM ILLEGAL MIGRANT REVIEW PROGRAM TO JULY 1, 1985. THIS GIVES US TIME TO EXAMINE MORE CLOSELY THE ISSUE OF ILLEGAL MIGRATION.

IN CONCLUSION, MR. CHAIRMAN, I INVITE EVERYONE HERE TO TAKE ACTIVE PART IN THE INITIATIVES I HAVE OUTLINED HERE TODAY.

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Minister of Employment
and Immigration



Ministre de l'Emploi
et de l'Immigration

For release

Date July 16, 1986
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Statement by the
Honourable Gerry Weiner
Minister of State (Immigration)
on the Visitor Visa
Requirement for Portugal



I am aware that a large number of refugee claimants have entered Canada from Portugal during the past few months, thus threatening the integrity and credibility of our inland (fast-track) refugee determination system. As a result of this unfortunate situation, I must regretfully remove Portugal from Canada's visa-exempt list of countries. However, I want to assure the members of the Portuguese community in Canada that the government regards this action as a temporary measure and one of last resort which will remain in effect until I am satisfied that the situation has returned to normal.

Extra staff has been assigned to our office in Lisbon, and a visa service provided for the Azores. We do not expect any disruption of the orderly flow of legitimate visitors from Portugal.

My predecessor worked with the local Portuguese community to seek various solutions to this problem. We also had extensive discussions with members of the Portuguese government, who share our concerns about the mounting problem of false refugee claims from Portugal. Unfortunately, none of these discussions produced workable ideas to stem the influx of Portuguese refugee claimants.

I will be contacting my provincial counterparts in Ontario -- the Honourable Ian Scott, Attorney General, the Honourable Monte Kwinter, Minister of Consumer and Commercial Relations, and the Honourable Lily Munro, Minister of Citizenship and Culture -- to seek their co-operation in controlling those consultants and lawyers who have contributed to this problem. I will also ask for a meeting with the Upper Canada Law Society to seek their co-operation in ending these abuses.

I believe that these citizens of Portugal have been improperly counselled about immigration laws by private entrepreneurs, and may have made misleading statements on their immigration documents pertaining to their status.

Those individuals in Canada, whom we suspect of improperly counselling these citizens of Portugal, are now being investigated by the R.C.M.P. It is not my intention to elaborate on the declarations which we feel are misleading, since I do not wish to prejudice the R.C.M.P. investigation, the claims of legitimate refugees or the rights of all claimants to a fair and just hearing.

On May 21, we proposed a humane way of using an administrative review to clear up the existing backlog. We wanted to allow the individuals caught in this backlog the opportunity of normalizing their lives. Delays of three to five years were unacceptable to this government. What we have seen is the emergence, in Toronto and abroad, of a concerted effort by a small number of unscrupulous immigration lawyers and consultants to abuse and subvert the entire process. Every means at the government's disposal will be used to seek out these individuals and, where possible, bring them to justice.

We believed that the "fast track" system, and a public information campaign within the Portuguese community here, would be sufficient to alleviate the problem, or at least to put it in manageable terms. However, Portuguese citizens claiming refugee status continued to arrive in ever larger numbers. In the nine-month period between July 1985 and March 1986, over 1,200 refugee claims were made by Portuguese citizens. In the two-and-a-half months since then, 700 more claims have been made. An additional backlog of some 1,600 cases remains to be heard.

My department has been authorized to send Immigration officers to several European cities, including Lisbon, to train airline personnel on ways to detect fraudulent documents.

As a further deterrent to those making false claims, I made an amendment to the rules concerning employment authorizations. Employment authorizations will now be given to refugee claimants only after they have made their statement under oath. Previously, such authorizations had been granted to refugee claimants at the inquiry stage.

Once these authorizations were received, there was little incentive for non-genuine claimants to continue with the determination process, since they were already in Canada and had permission to work. Inquiries could be adjourned repeatedly, thus slowing down the entire process. Naturally officers have been instructed to ensure that statements are taken as quickly as possible, since there is no wish to penalize genuine refugees.

We were reluctant to impose a visa requirement because of the good relations which exist between Canada and Portugal, the fine reputation enjoyed by the Portuguese community in Canada, and the strength of representations by a number of organizations in Toronto. I am confident that this temporary measure will not affect the friendly relations our two countries now enjoy. Moreover, this measure will not prevent genuine Portuguese visitors from coming to Canada.

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101
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Minister of Employment
and Immigration



Ministre de l'Emploi
et de l'Immigration

For release

Date



Statement by

The Honourable Benoît Bouchard, P.C., M.P.,

Minister of Employment and Immigration

on Unemployment Insurance rules

dealing with pension earnings

Check against delivery

December 5, 1986

Mr. Speaker:

As promised on Wednesday, December 3, I am pleased to announced today that the Unemployment Insurance rules dealing with pension earnings will be changed.

These changes will allow workers who take other employment after their retirement and then work long enough to requalify for Unemployment Insurance benefits to receive those benefits without any deduction of previous pension income.

This change will put more than \$230 million of Unemployment Insurance funds back in the pockets of the people affected.

On November 8, 1984, in the Agenda for Economic Renewal, the Minister of Finance announced the government's intention to treat pension income as earnings for the purposes of determination of Unemployment Insurance benefits.

We were guided by the principle that persons who have retired should not look to the Unemployment Insurance fund as a supplementary source of income.

The Unemployment Insurance funds is designed to provide wage replacement to those temporarily out of work.

The important change in policy announced in November 1984 did not adequately distinguish between those who retired and left the labour market and those who retired to begin subsequent careers.

Military and RCMP personnel who are required to retire earlier in life best illustrate the point.

The changes announced today will ensure that this group is treated fairly and equitably as active members of the labour force.

Workers who have started subsequent careers and contribute to Unemployment Insurance and subsequently become unemployed will be entitled to full Unemployment Insurance benefits based on their post retirement employment income, regardless of their previous pension income.

Mr. Speaker, there is one additional issue which I would like to deal with today. Some retirees who were receiving benefits on January 5, 1986 when the former policy came into effect were disqualified and because they had left the labour market will not be able to requalify.

Notwithstanding the fact that Ministers made repeated announcements of the policy change in the November 1984 Economic Statement and subsequently, some of these people allege that they made their retirement decisions on the basis of inaccurate information from federal government sources.

To deal with this situation, I am today directing the Commission to re-examine any such case and restore benefits if the allegation is proven. The Commission's normal adjudication process will apply. This is entirely consistent with the government's action in similar cases in other benefit programs.

To bring these measures into force, I will be introducing legislation in the House and I will be seeking the cooperation of the Opposition parties to facilitate passage of this legislation.

Mr. Speaker, in conclusion, I wish to thank all members of this House for their advice on this matter and wish to thank in particular my predecessor for her counsel.

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Minister of Employment
and Immigration



Ministre de l'Emploi
et de l'Immigration

For release

Date

Statement by
The Honourable Benoît Bouchard, P.C., M.P.,
Minister of Employment and Immigration
on Tabling of the Report of the
Commission of Inquiry on
Unemployment Insurance



Check against delivery

December 3, 1986

Mr. Speaker, I rise in the House today to table the Report of the Commission of Inquiry on Unemployment Insurance.

I want to thank the Commissioners for their efforts on what is acknowledged by everyone to be a complex issue. We regret that the Commissioners were unable to present a consensus report.

I am tabling the report of the Commission which includes a minority report of two Commissioners and supplementary statements by four Commissioners.

In the past few years, the MacDonald Royal Commission, the House Commission in Newfoundland and other studies have reviewed the Unemployment Insurance program. The recommendations of these several studies are not compatible in many instances.

The government does not endorse this or any individual report and will not respond directly and specifically to the details in them. All these reports, however, will be used as references in the government's consideration of Unemployment Insurance.

We agree that Unemployment Insurance in its present form is imperfect and that adjustments are required. Our objective, as stated in the 1985 budget, is to improve and simplify the Unemployment Insurance system to make it fairer and to ensure that it encourages opportunities in the labour market.

I want to emphasize, as did the Minister of Finance in his budget in May 1985, that our purpose is not to reduce federal contributions to the unemployed. The main objective of Unemployment Insurance will always be to provide temporary income protection for unemployed workers. The Unemployment Insurance program should also be able to enhance work incentives and prospects for long-lasting and productive employment.

The government will listen to the public debate that will follow these studies. Mr. Speaker, I undertake today to return to the House by May 15 with the government's proposals. Finally, with respect to the issue of pension regulations, I will be making an announcement before Christmas.

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Minister of Employment
and Immigration



Ministre de l'Emploi
et de l'Immigration

CONFIDENTIAL
Publication

For release

Date

Amendments to Bill C-84

Notes for an Address

by

**The Honourable Barbara McDougall
Minister of Employment and Immigration
and Minister responsible for the Status of Women**

to the

House of Commons

Ottawa, Ontario

July 12, 1988

88-17

CHECK AGAINST DELIVERY

Mr. Speaker, I am pleased to be able to move on to debate of the government's position on Bill C-84. As I have said, Bill C-84 forms with Bill C-55 a complementary package that will create a fair, effective way of ensuring that the rights of genuine refugees and our international obligations are respected. Equally important, we must take the necessary legislative steps to ensure that abuse of the system does not occur.

Bill C-84 must be passed immediately to ensure that repeated attempts to circumvent Canada's beleaguered refugee determination system are thwarted. Bill C-84 is also necessary to ensure that the measures proposed by C-55 will work when they are implemented. It is for this reason that I see these bills as one legislative package.

Mr. Speaker, I should point out that one of the contentious issues concerning Bill C-84 was the ministerial power to turn back ships bringing people to Canada to make refugee claims.

I am announcing today a sunset clause which will eliminate the power to turn away ships six months after proclamation of Bill C-55.

In the interim, the Government is also proposing an amendment limiting the power to turn back ships to those carrying illegal migrants which are intercepted outside our 12-mile limit. In addition, we are proposing, for consistency with C-55, that only the Minister will be able to exclude security risks from Canada.

Mr. Speaker, the Government believes that the deterrent measures in C-84 provide ample power to discourage the increasing abuse of our refugee determination system:

- ° increased penalties for the organizers of illegal migration and for their accomplices, including the imposition of 10-year jail sentences and fines of \$500,000;
- ° heavier fines for transportation companies that bring undocumented arrivals;
- ° increased powers to detain security risks and unidentified arrivals;

- ° exclusion of security risks and criminals from the determination process;
- ° increased powers of search and seizure;
- ° improved electronic surveillance capability.

Mr. Speaker, the net result of these measures will be a refugee determination system better able to help those truly in need and to handle the unprecedented global pressures we are facing.

And, Mr. Speaker, we will face these problems with legislation that respects the Geneva convention, respects our charter of rights and freedoms and respects our humanitarian traditions.

BACKGROUNDER ON BILL C-84

(Deterrents and Detention Legislation)

1. Deterring illegal entry

Prosecution

- o The personal written consent of the Attorney General or Deputy Attorney General of Canada must be obtained before a prosecution is launched under the new organizing or aiding sections of the Act.
- o Maximum penalties have been set at \$10,000 and five years in prison for those who organize or aid the illegal entry into Canada of small groups (fewer than 10 people).
- o Maximum penalties for organizing or aiding the illegal entry of large groups of people (10 or more) have been set at \$500,000 and prison terms of 10 years.
- o Penalties have been specified for the offence of disembarking or attempting to disembark passengers at sea for the purpose of illegal entry into Canada. The maximum penalties for this offence are \$500,000 and prison terms of 10 years.

- o People who assist or counsel others to make false or misleading statements in support of a refugee claim are now subject to maximum fines of \$10,000 and five years in prison.
- o People responsible for bringing illegal immigrants into Canadian waters are now subject to arrest and their vessels may be brought to port pending action against the crew and passengers.

Turning away ships

- o The authority to turn away ships will be eliminated six months after proclamation of Bill C-55.
- o Power has been provided exclusively to the Minister to direct vessels suspected of carrying people who are trying to enter Canada in contravention of immigration law not to enter Canadian waters. This authority must be exercised bearing in mind both the United Nations Convention relating to the Status of Refugees and the state of the vessel and its passengers. The decision will also take into account whether a claimant will be allowed to return to the safe third country of embarkation or whether the person would have the right to claim refugee status in that country. This power will be exercised only in Canada's "contiguous zone" (12-24 nautical miles off the coast).

Escorting Ships to Port

- o The Minister also has the authority and is required to direct a ship in Canadian waters to proceed to a Canadian port, if the ship is suspected of bringing illegal migrants to Canada. Persons on vessels within the 12 nautical mile limit will be treated as if they were "in Canada" for the purposes of claims to refugee status and the removal process.

Search and seizure

- o Authority has been given to the government to search and seize evidence in cases of organizing or aiding illegal entry and in the illegal disembarkation of passengers at sea.
- o Vehicles, such as boats used for illegal purposes, can now be seized and sold by the government.

2. Increased responsibilities of transportation companies

- o Transportation companies that bring undocumented people into Canada will be subject to increased fines of up to \$5,000 a person.
- o Authority has been provided to pass regulations that, in certain cases, will authorize and require transportation companies to hold documents of people travelling to Canada and to furnish to the government these documents or other material to confirm the identity and travel itinerary of people seeking entry to Canada.

3. Detention of undocumented arrivals and suspected security risks

- o The authority to detain people has been expanded to permit detention of people without proper documentation until identity is established. It also permits detention of suspected security risks so that their cases can be thoroughly investigated.
- o Persons who are detained have the right to counsel, and must be advised of this right, as outlined in the Charter of Rights and Freedoms and confirmed in this Act.
- o Senior Immigration Officers may order detention of persons without documents and of persons identified by the Deputy Minister of Employment and Immigration as potential security risks for up to seven days. This period may be extended for further seven-day intervals if the Minister of Employment and Immigration certifies that this is necessary and the adjudicator is satisfied that reasonable efforts are being made to obtain the required evidence.
- o A review of detention by an adjudicator must take place every seven days.
- o If an 'unidentified detainee' is identified as a criminal or security threat, the government will be empowered to continue the detention without interruption. This detention is subject to review as outlined in the preceding paragraph.

4. Removal of security threats

- o The government, through a certificate issued by the Minister of Employment and Immigration and the Solicitor General, can seek to remove from Canada people who pose a security threat, as well as war criminals or those guilty of crimes against humanity. These people will be detained throughout the process leading to removal or until the certificate is quashed. In addition, the Minister is required to decide on the exclusion of security risks from the refugee determination system.
- o This certificate, once issued, is immediately referred to the Federal Court of Canada. Within seven days the Chief Justice (or a designate) will review the evidence filed. The individual will then have an opportunity to be heard.
- o If, within 120 days, the person cannot be removed from Canada because of difficulties such as finding a country to accept that person, a Chief Justice of the Federal Court (or a designate) will review the case. The Chief Justice can order release, provided that it would not threaten national security or the safety of Canadians, and provided appropriate conditions can be set.

5. Review of act

- o The Act will be reviewed by Parliament four years after implementation.

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Minister of Employment
and Immigration

Ministre de l'Emploi
et de l'Immigration

For release

Date

June 5, 1989
89-09

Statement by the

Honourable Barbara McDougall, P.C., M.P.
Minister of Employment and Immigration

on

The Lebanese in Cyprus



I want to tell you what Canada is doing in response to the terrible plight of the civilian population of Beirut and particularly those who are in Cyprus. We recognize that they have suffered under savage shelling over the past few weeks. It is important that they and their relatives in Canada understand how Canada's immigration program can help.

The government is acutely aware of the difficult conditions faced by these people. In a country which has endured more than a decade of strife, the present situation in Beirut is almost unprecedented in its ferocity.

Canada has had frequent occasion in the past fifteen years to respond urgently and humanely to the needs of those Lebanese directly affected by the conflict and who have close relatives in Canada. Special immigration measures for Lebanese, first introduced in the mid-'70's, allow us to issue visas under relaxed criteria to Lebanese in these circumstances. Through these special measures over 16,000 Lebanese have been admitted to Canada including thousands who would not have otherwise qualified for admission. In addition, thousands more came under the normal immigration program.

The Lebanese Special Measures were already in effect at the beginning of the current fighting, but Canada moved quickly to ensure that Lebanese had the best possible access to these measures even if they were unable to travel to the point of service especially established for them in Damascus. On April 27th, a federal visa officer was specially sent to Nicosia, Cyprus, to provide service for Lebanese who were unable to go to Damascus.

In fact, we were, and are, the only country to have done so. This officer replaced another who had been there on a regular visit since April 21st. As with our visa office in Damascus, the Nicosia operation will sympathetically process applications from Lebanese who wish to be reunited with their close relatives in Canada and who have been affected by the hostilities. The visa officer's instructions are to process all applications of people with relatives in Canada where there are urgent humanitarian family considerations. The officer in Nicosia also has the authority to issue Minister's Permits to allow immediate entry to Canada in cases of real need. An official of the Quebec immigration service subsequently joined the federal officer to jointly process applications of those destined to Quebec.

As of May 29, over sixty immigrant visas had been issued by the temporary office in Nicosia, along with thirty Minister's Permits covering seventy-five people, and 127 visitor visas. In addition, more than 220 new applications (525 people) have been approved and will receive visas upon successful completion of medical examinations and background inquiries. These statistics refer only to special activities in Cyprus. We continue to monitor the effectiveness of this special service.

The Embassy in Damascus continues to offer visa services to those Lebanese who can travel to Syria. I want to make it clear, however, that Canada is dealing with the humanitarian problem of a civilian population displaced by conflict. Those fleeing to Cyprus are not refugees as defined in the Geneva Convention or in Canadian immigration law. Nevertheless, we recognize the strong humanitarian basis for urgent and exceptional action.

We are doing all we can to help those with close relatives in Canada, and who need our help. However, given the violence and atrocities in Lebanon, we must maintain the normal statutory requirements of background checks, as well as medical examinations. Every effort is being made to expedite these procedures where necessary. And as I stated earlier, urgent humanitarian cases are being dealt with by way of Minister's Permits which allow immediate entry to Canada.

In conclusion, Canada is very clearly doing what it can through its immigration program to help those Lebanese displaced by the latest round of violence. This response is clearly within the humanitarian objectives of our immigration program and has proved effective in the past for the Lebanese community. We intend to maintain this policy and I trust that the Lebanese community will see in this statement a clear expression of just how the Canadian government can help relieve the misery of some.

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Minister of Employment
and Immigration



Ministre de l'Emploi
et de l'Immigration

Publications

Speech – Discours

NOTES FOR AN ADDRESS

BY

**THE HONOURABLE BARBARA McDougall, P.C., M.P.
MINISTER OF EMPLOYMENT AND IMMIGRATION CANADA**

TO

THE CANADIAN CHAMBER OF COMMERCE

HONG KONG

SEPTEMBER 5, 1990

CHECK AGAINST DELIVERY

Canada

Samuel Johnson once said that anyone who could tire of London must be tired of life itself. Well, anyone who could tire of this city must be comatose. There is a contagious energy here unlike that in any other city I know. It is a pleasure to be here today.

Hong Kong has always seemed a bit of an enigma to me. It's just a tiny patch of land on the edge of China, with few if any natural resources. Yet it has become a manufacturing giant, and a household name throughout the Western hemisphere.

It is one of the most modern urbanized centres in the world, and a major international commercial centre. It's little wonder that Hong Kong holds a special grip on the world's imagination. It is a symbol of entrepreneurial drive. And it is a gateway -- not just to the "mysteries of the Orient", but to the fastest growing market in world trade today.

It's also little wonder that the largest foreign branch of Canada's largest business organization -- the Canadian Chamber of Commerce -- is right here in Hong Kong. Or that the Hong Kong Canada Business Association -- with 11 chapters and more than 3,000 members -- is the largest bilateral group of its kind in our country.

Organizations like these attest to the growing ties between Canada and Hong Kong. These ties are based, in part, on our shared economic interests. Over the last ten years, the Asia-Pacific region has become Canada's largest single trading area outside of the United States.

But behind these ties are strong human ties between Canada and Hong Kong, stretching back well over a century. Canada's commitment to Hong Kong remains firm whether expressed in the movement of people or through bilateral agreements with your government.

The movement of people between our countries is growing steadily. Over the past three years, more than 65,000 Hong Kong citizens have decided to make a new home in Canada.

Moving the other way, well over 30,000 Canadians now live and work in Hong Kong, and about 150,000 Canadians visit Hong Kong each year.

We have about 15,000 Hong Kong students studying in our schools -- more than a quarter of our total foreign student population. Already more than 70,000 university graduates in Hong Kong graduated from Canadian universities.

This movement of people is, without question, a good thing for both Canada and Hong Kong. It brings with it a movement of ideas, an enrichment of our cultures, and new opportunities for economic exchange and development. And it forms a human bond that will endure and prosper well beyond the year 1997.

My concern, as Minister of Employment and Immigration, is to encourage this kind of exchange, and to see that it continues in an orderly, well-managed way. As far as possible, I want to do so in a way that respects the unique needs of people here in Hong Kong, as they prepare for the transition of 1997.

But I must also do so in the context of Canada's broad international commitments - a context in which some 80 million people around the world are moving from one country to another, many of them refugees fleeing their country of origin.

And ultimately, of course, I must do so in a way that is fair and humane to those who want to come to Canada, with due regard to our own national interests and the interests of our provincial governments.

Canada's immigration policy is based on the concept of a balance between our internal needs and external demands. We have three basic "streams" in our immigration program. The first deals with family immigration. It addresses the needs of people who want to rejoin close family members who already live in Canada.

The second deals with refugees and displaced persons -- people who are fleeing persecution and civil strife in their homelands. This stream reflects Canada's commitment to its humanitarian obligations.

The third deals with independent immigrants, including skilled workers and business immigrants. This stream responds to Canada's internal needs, by bringing in people who have special skills and resources. Canada benefits from their efforts to build a better life in our country.

The challenge is to find the "mix" of these streams that strikes the right balance -- a balance that meets both Canada's own needs, and the needs of people who want to come to Canada for many different reasons.

Hong Kong represents a kind of "microcosm" of how we try to strike that balance. There are few parts of the world where all three streams of Canadian immigration face such a high level of demand, all at the same time.

For example, Hong Kong has been a "staging point" for refugees since 1949, but especially since the first arrivals of the Vietnamese "boat people" in the late 1970s.

By mid-1989, the number of persons seeking first asylum in Hong Kong had reached alarming proportions -- part of the growing Indochinese refugee problem that had become the focus of international concern.

Only in the past year has this flow been reduced to more manageable levels -- as a result of a historic international agreement, to which I will return later.

No country has done more to help resettle these refugees than Canada. Since 1979, Canada has accepted more than 120,000 Indochinese refugees, including well over 20,000 Vietnamese refugees from the resettlement camps of Hong Kong. Only the United States -- with a population ten times our own -- has accepted more.

On a per capita basis, Canada ranks number one in our efforts to provide refuge for those who need help.

But there are practical limits to what any country can do acting alone. Today there are still over 160,000 Indochinese in camps throughout Southeast Asia -- more than 50,000 of them here in Hong Kong. We are committed to do what we can to help alleviate this crisis -- recognizing that it is an international crisis, calling for a concerted, international response.

That response is formally called the Comprehensive Plan of Action -- an international attempt to find a durable, effective solution for Indochinese refugees coordinated by the United Nations. Canada has supported this plan from its beginning in 1989. In June 1989, I announced that we would resettle up to 16,000 Indochinese over this and the next two years.

Canada remains committed to the CPA, including the provision that requires the return of all people not found to be real refugees. If the CPA is to be a truly comprehensive solution, all parts of the plan must be respected.

Our efforts to help refugees reflect the commitment Canadians feel to people who are less fortunate -- a commitment based on a belief in human dignity, and our obligation to help each other.

A similar belief in the basic value of the family guides our efforts to reunite families who have become separated.

A large proportion of Hong Kong immigrants to Canada enter as part of the family stream of our programs. I've already mentioned the growing numbers of Hong Kong people who decide to come to Canada. Many of those have left close family behind. As far as possible, we want to help those families come together again in Canada.

The third stream of immigration -- dealing with independent and business immigrants -- is intended to attract people to Canada who have specific professional skills, entrepreneurial talent, or other business resources that can benefit Canada. We have expanded this stream in recent years, and the response from Hong Kong has been dramatic.

This is especially true in our Investor Immigrant program. This program encourages people with substantial resources -- and the business expertise to manage those resources effectively -- to come to Canada. I believe the program has merit in its established objectives.

Hong Kong entrepreneurs and investors are putting their faith in Canada, and investing heavily in Canadian business and industry. By doing so, they are contributing directly to our economic growth and they are creating jobs, in areas where jobs are needed, as was intended.

During consultations on immigration levels over the past year, I found support for the Business Immigration program in all parts of Canada.

Concerns were expressed though about the need to encourage these immigrants to consider other destinations in Canada besides the traditional ones of Montréal, Toronto and Vancouver.

In addition, Canadians want to see the intended benefits of this program realized. They do not want to see people simply using the program as a short-cut to obtain a Canadian passport.

As with anything new, there were some problems to be ironed out. But we have recently taken steps to improve the management and effectiveness of the program.

We must protect the integrity of the program by eliminating suspect investment plans and by discouraging unscrupulous operators. As you may know, new regulations for the investor category were made public in August. These new regulations are not designed to discourage the legitimate investor immigrant -- here in Hong Kong, or anywhere else -- from coming to Canada. Rather, they are intended to make it very clear to all business immigrants that we expect from them a certain level of commitment to Canada. The business program will continue, although not as a dominant element of our immigration program.

We welcome the legitimate business immigrant and acknowledge that most are prepared to invest for the benefit of their chosen country, and to participate fully in all aspects of Canadian life. In a general sense, that is true for all immigrants to Canada, whatever category they may fall under. A basic requirement for all immigrants is that they share a commitment to Canada and to Canada's future. That is why we can not, and will not, allow our immigration programs to be used simply as a kind of "insurance policy".

There has been speculation in the media recently that we are cutting back on immigration, specifically from Hong Kong. I can not stress too strongly that this speculation is false.

Because the number of immigrants coming to Canada has been much higher than expected this year, we have been forced to temporarily slow down visa issuance. But this temporary slow down is not a cut back, and it is definitely not aimed at Hong Kong. It applies universally to all countries, and it is intended to give our service and support agencies time to adjust to the increased demands.

We have taken, and we will continue to take, whatever steps are necessary to ensure that the flow of people into Canada is managed properly.

In the case of Hong Kong, we are working to ensure that the thousands and thousands of immigrant and temporary visa applications are handled as effectively as possible. Despite significant resource restraints, we have been able to put extra resources into our Hong Kong office as part of our commitment to better management of the immigration program.

We continue to have one of the most open and flexible immigration policies in the world, providing a wide range of opportunities for those who want to come to Canada. We are increasing the number of immigrants allowed into the country -- as many as 200,000 will come this year, two and a half times more than 5 years ago.

Canada has benefited enormously from the many Hong Kong immigrants who have already come to our country. I know we will benefit from many more in the future.

It is my concern for the future that led me to conduct, last winter and spring, a broadly-based consultation on immigration. Canadians representing many different interests and views on immigration provided me with valuable insights.

My officials and I are now assessing the consultation input in developing a forward looking immigration plan. While I haven't presented the outcome of our deliberations to Parliament yet, I see nothing that will change the broad dimensions of the large historic flow of Hong Kong people to Canada.

While the enormous increase in the number of immigrants from Hong Kong is due, in part, to the uncertainties surrounding the year 1997, another factor is changes in our immigration policies. Thirty years ago, our immigration policies discriminated against certain regions, in favour of our "traditional" source countries in Europe.

That kind of discrimination was shameful at the time and is no more appropriate today. With Canada's Charter of Rights and Freedoms, it is illegal and unconstitutional. Our immigration programs today must be applied universally, without bias for or against any group.

And I can assure you that this government under Prime Minister Mulroney, is unshakeably committed to this policy.

The universal application of our immigration programs has made it possible for more people, from more parts of the world, to come to Canada. Immigration to Canada has become far more diversified.

And this diversification is reflected in the greater number of Hong Kong people who come to our country, responding to the opportunities Canada offers, opportunities which it will continue to offer.

Like Canada, Hong Kong too has an exciting future, as a dynamic centre for Asia.

We have strong and growing interests in Hong Kong and its people.

Trade, education and most importantly, the people to people relationship. The principles underlying our immigration policy towards Hong Kong are stability and continuity. The ties of family, which strengthen daily, are the bedrock of our approach to Hong Kong and its people.

The most hopeful prospect for Hong Kong's future lies in increased opportunities for Hong Kong citizens to manage their own affairs. We encourage the rapid development of democratic institutions and processes within the territory.

We care about what happens in Hong Kong and we have spoken out on various occasions. As Prime Minister Mulroney said last fall in Singapore just before the Commonwealth Heads of Government Meetings, "Hong Kong involves us all. As we have to accept part of the responsibility and provide some leadership."

We strongly support and will continue to work for Hong Kong's participation in the emerging web of regional institutions including the Asia-Pacific Economic Cooperation and the Pacific Economic Conference.

We are working to set in place a wide network of bilateral agreements between Hong Kong and Canada. The purpose of this network will help to ensure that the special relationships between Hong Kong and Canada will remain in place after 1997. We have already begun work on agreements involving film co-production, mutual legal assistance and an exchange program involving our two governments.

Canada's commitment to Hong Kong remains firm. We are determined to see Hong Kong prosper.

Together, we will work towards this goal.

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